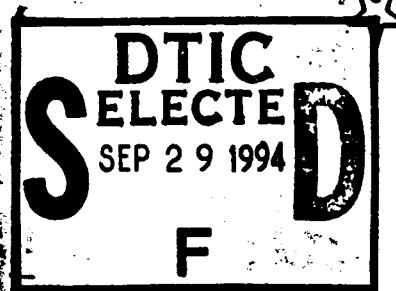


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A CASE STUDY OF THE BASE-CLOSURE  
COMMUNITY INITIAL REDEVELOPMENT  
PROCESS

THESIS

Stephen R. Cliatt, Captain, USAF  
Gregory A. Stanley, Lieutenant, USN

AFIT/GLM/LAL/94S-7

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**AIR FORCE INSTITUTE OF TECHNOLOGY**

Wright-Patterson Air Force Base, Ohio



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**A CASE STUDY OF THE BASE-CLOSURE COMMUNITY INITIAL  
REDEVELOPMENT PROCESS**

**THESIS**

**Presented to the Faculty of the Graduate School of  
Logistics and Acquisition Management of the  
Air Force Institute of Technology  
Air Education and Training Command  
in Partial Fulfillment of the  
Requirements for the Degree of  
Master of Science in Logistics Management**

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**September 1994**

**Approved for public release; distribution unlimited**

## Preface

The purpose of this research was to develop a framework to be used by future base closure and redevelopment policy makers. The framework was constructed from a case study of the closure and initial redevelopment of Gentile AFS, Kettering, Ohio. Justification for this research was the absence of current framework applicable to base-closure communities. It is hoped that the findings from this study are of benefit to the communities facing a closure and redevelopment scenario in the near future.

Extensive background information was collected on the history of closed military bases and the subsequent redevelopment efforts. To adequately research the Gentile AFS initial redevelopment, close working relationships were established with DoD personnel at Gentile AFS and in Washington, D.C. These relationships resulted in our ability to collect a large amount of source documentation and interview data that were the basis for this case study.

In performing the data collection for this research we received a great deal of assistance from key individuals. Special thanks go out to Mr. Dan Dollarhide, Gentile AFS Base Transition Coordinator, and Colonel John Desiderio, Base Transition Office Program Manager, for their interest, guidance, and boundless patience on this effort. We would also like to thank all of the representatives interviewed from the various federal agencies and organizations who made time to help us in the completion of this research. We greatly appreciate the guidance provided by our thesis advisor, Dr. Craig Brandt, who allowed us to conduct this research in a manner that contributed to our overall academic experience. Finally, we wish to thank our families for understanding the difficulty and

time demands of this project, supporting us along the way, and allowing us to do what we needed to do to complete it.

Stephen R. Cliatt

Gregory A. Stanley

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Abstract

In 1990, Public Law 101-510 created the independent, five-year Defense Base Realignment and Closure Commission (BRAC). This law provided for the Commission to meet in 1991, 1993, and 1995. The 1993 Commission recommended transfer of the Defense Electronic Supply Center (DESC), a Defense Logistics Agency inventory control point, to Columbus, Ohio. This action resulted in an Air Force decision to close Gentile AFS, Kettering, Ohio. A case study of the closure and initial redevelopment of Gentile AFS was undertaken to construct a framework to be used by future redevelopment policy makers affected by a defense base closure. This framework covers the current closure and redevelopment environment which is applicable to communities affected by the 1995 BRAC recommendations. The framework focuses on the efforts of the four major organizations involved in this closure and initial redevelopment case. These organizations are the Base Transition Office (BTO), the Office of Economic Adjustment (OEA) the Air Force Base Conversion Agency (AFBCA), and the Defense Logistics Agency (DLA). It was determined that the findings of this research could be used to guide and would benefit policy makers involved in future base closure and initial redevelopment decisions.

# A CASE STUDY OF THE BASE-CLOSURE COMMUNITY

## INITIAL REDEVELOPMENT PROCESS

### I. Introduction

#### Statement of the Problem

With the end of the defense buildup of the 1980s as a result of the end of the Cold War, the Department of Defense has had to close numerous military installations. Prior to this, many bases were closed during the 1960s and 1970s. It was not until the formation of the Secretary of Defense's Commission on Base Realignment and Closure (BRAC) with Public Law 100-526 in October, 1988, that the closure process began once again (DBCRC, 1993:3-1). The 1988 closures were the first in a series of closure decisions made during this period of military drawdown. The process for determining which bases to close was modified in 1990 with the passage of Public Law 101-510. This law created the independent five-year Defense Base Closure and Realignment Commission. The law provided for the BRAC to meet in 1991, 1993, and 1995 to determine the fate of numerous bases (DBCRC, 1993:3-1). One of the installations affected by the 1993 legislation was the Defense Electronic Supply Center (DESC) located at the Gentile Air Force Station in Kettering, Ohio. It is the largest employer of government personnel on the base. With its transfer to Columbus, Ohio, the entire base is being closed. The question remains whether any of the tenant organizations will stay.

Because DESC is relocating, the City of Kettering is facing the challenge of redeveloping the former military installation.

Because there have been many changes in the economic climate and in the guidelines for how bases are redeveloped for civilian use since the last closures of the 1970s, a new learning process was started with the recent closure announcement of the 1988 BRAC. The process for the redevelopment of former military bases continues to evolve. Those affected by the 1993 decisions have to deal with a new set of circumstances not present during earlier closure and redevelopment efforts.

Communities facing closure and redevelopment do have the benefit of studying numerous on-going redevelopment efforts. Those communities affected by the 1988 and 1991 decisions were operating in a new closure and redevelopment environment because the last base closure had taken place nearly 15 years earlier. The Community of Kettering could have the benefit of learning from the bases and communities currently working the closure/redevelopment issue initiated by the 1988 BRAC proceedings.

In addition to the experience provided by the communities doing the redevelopment work, the federal government has developed numerous programs to aid in the process of base closure and reuse. Guidance and assistance is available through various organizations of the Department of Defense (DoD) and other departments and can entail the use of financial grants to ease the burden of base closure and redevelopment. There has been increased emphasis in the federal government for providing assistance to affected communities since the Clinton administration took office. President Clinton has defined some specific objectives in his "Five Point Program" for providing assistance to the communities affected (Aspin, 1993). This

program, and new legislation such as the Pryor Amendment, are being tested for the first time by communities in the process of redeveloping their closed military bases (OASD, 1993).

With the various programs available and the experience of those already involved in the process, the City of Kettering has a large amount of information to assimilate. Since they are new to the base closure and reuse process, much can be learned from how they go about ensuring that the positive benefits provided by the military's presence are not lost after the relocation of DESC. A future policy maker could benefit from the documented experience of the City of Kettering as it prepares for both the closure of Gentile AFS and its redevelopment. The construction of a framework for these policy makers will be the focus of this research.

### Background

The United States has closed hundreds of bases throughout its history. Before 1988, when the Secretary of Defense's Commission on Base Realignment and Closure (BRAC) was formed, the last major round of installation closings occurred in the mid-1970s. In 1993, the Office of Economic Adjustment published Civilian Reuse of Former Military Bases, Summary of Completed Military Base Economic Adjustment Projects that looked at bases closed since 1961. On the basis of a survey of 97 bases, the data indicated, "171,177 new jobs have more than replaced the 87,567 DoD civilian jobs at the former bases" (OEA, 1993c:4). Prior to the formation of the BRAC in 1988, closure of military installations was handled separately and internally by each of the services. Study of bases closed since 1961 reveals redevelopment efforts resulting in both success

and failure for affected communities. Many of these cases have characteristics similar to Kettering, Ohio, and Gentile AFS.

#### Gentile Air Force Station

Gentile Air Force Station, home of the Defense Electronic Supply Center (DESC) and 43 other tenant organizations, is located in the city of Kettering ,Ohio, four miles southeast of Dayton. The population of Kettering is approximately 61,000 and the site of the station is zoned industrial. It consists of 168.4 acres, thirty-six of which are free of buildings. There are over 1.8 million square feet of office and warehouse space in approximately 50 buildings. Approximately 960,000 square feet are warehouse and 870,000 square feet are office space.

#### Closure Dates/Time Lines

Gentile AFS is scheduled for closure in September 1996. At that time, the transfer of DESC to the Defense Construction Supply Center in Columbus, Ohio, will be completed. Prior to the closure, important milestones must be met to ensure timely redevelopment activities by the community. The Office of Economic Adjustment (OEA) is asking for the community's redevelopment plan by October 1994. The Environmental Baseline Survey is scheduled for completion in April 1994 with the final Environmental Impact Statement scheduled for April 1995. The Record of Decision, which gives the final say on environmental issues is due to be completed one month later in May 1995.

### **Justification**

Since the formation of the BRAC in 1988, future base closure recommendations have been made on three separate occasions--in 1988, 1991, and 1993. Currently, the next round of base closures is scheduled for 1995. The result of this pattern is that base closures are not a thing of the past, but an occurrence that is predicted to happen well into the future at regularly scheduled intervals. At some point in time, it will be determined that our force structure and number of bases meet the demands of the defense posture. Until that time, bases will continue to close and will need to be redeveloped by local communities.

There is a significant amount of data available on the success or failure of redevelopment efforts that have taken place over the last thirty years as communities redeveloped the bases closed in the 1960s and 1970s. This is useful information to a redevelopment policy maker, but the environment in which closures and redevelopment activities takes place has changed dramatically. Also, the passing of time seems to have made the lessons learned by these communities less important. However, the bottom line objective--to facilitate the military's exit and the community's entrance on to a base--is the same. For this reason, the lessons learned from the study of previous closures applied within the context of closure and redevelopment in the 1990s, can be of significant value. Of even more value is the documented experience and lessons learned from the case study of a community dealing with a closure and redevelopment today and applying it to those redevelopment efforts forecasted to happen within the next five years.

This study of a redevelopment effort can only take place after the current operating environment has been fully described and understood. It is the researchers'

goal to provide this information with the understanding that it will accurately describe the environment that future redevelopment policy makers will be operating within.

Changes have taken place even since base closing actions reconvened in 1988.

Therefore, very little is known about what this new operating environment means to a community facing a closing base and the redevelopment activities that it will undertake.

What is more important, is the actual experience of a community, in this case the community redevelopment committee, working toward future redevelopment of a base in the current closure and redevelopment environment.

The primary justification for this study is that information of this type is not currently available. There is information about past closures and their proceeding redevelopment and information about the changing environment since the 1988 BRAC proceedings, but there are no data specifically addressing the experience of a community that was adversely affected by the 1993 BRAC recommendation. The justification for this research is to provide information on all facets of the closure and redevelopment activities as experienced by the city of Kettering, Ohio, as they deal with the closure and redevelopment of the Gentile Air Force Station. This information will be provided in the form of a framework to be used by other communities who will face a very similar situation in the years to come.

### Objectives

The objectives of the proposed research are to construct a framework to be used by future base closure and redevelopment policy makers to aid in their planning and decision making. This framework will be constructed by a thorough case study of the

present closure and redevelopment environment and how the community of Kettering, Ohio, operated within this environment to facilitate both the transfer of the Defense Electronic Supply Center and the closure and redevelopment of the Gentile Air Force Station. The proposed framework will be constructed using lessons learned and documented experience deemed to be representative of future closure and redevelopment efforts that are likely to follow.

### **Research Questions**

The answers to the following research questions will provide the means to accomplish the research objectives:

1. What are the roles and missions of the various community, state, and federal organizations that have an influence on creating the operating environment of the closure and redevelopment of the Gentile Air Force Station in the first year after the 1993 BRAC recommendations?
2. How were the actions and decisions of each of the groups involved with the closure and redevelopment of Gentile Air Force Station perceived by the researchers and the other organizations?
3. In what context can the experiences of all participants in this process be used to guide future base closure and redevelopment policy makers?

## II. Methodology

### Scope

This research was an attempt to identify those factors that would have a bearing on the closure and Kettering's initial redevelopment efforts of Gentile AFS.

Identification of the various factors created the sample of organizations, policies, and programs that needed to be studied. Research of these areas led to the creation of a framework that could be used by future decision makers involved with a base closure and redevelopment. Identification of the factors that influenced the closure and initial redevelopment efforts was accomplished in several ways.

Initially, the review of existing literature provided insight into numerous factors that were deemed to have influenced local communities' efforts to deal with closure of a military installation and the subsequent redevelopment. The literature review was viewed as a means to an end. According to Yin, the literature review can be used "to develop sharper and more insightful questions about the topic" (Yin, 1989:20). "To determine the questions that are most significant for a topic, and to gain some precision in formulating these questions requires much preparation" (Yin, 1989:20). The literature was identified by a thorough search of a variety of sources. Initially, the Defense Technical Information Center data base was researched. This data base identified all of the applicable literature on base closures and redevelopment compiled by Department of Defense sources. This list included thesis research, reports compiled by various agencies and organizations, and articles and papers that were published in military journals. A search was also made of The New York Times and The Wall Street Journal for topics

related to the BRAC proceedings and information concerning redevelopment efforts by communities with closing installations. In addition, a data search was made of the applicable information found in the ABI/INFORM business journal and periodical category. This initial research allowed the researchers to identify numerous factors that influence a community's efforts to redevelop a closing military installation.

Much of this research identified the historical aspects of base closure and redevelopment. This included information about numerous base closures and the subsequent redevelopment for the period between the 1960s and the late 1970s. More recent information included a review of the BRAC process, procedures, and results. As a result of the first two BRAC proceedings, numerous installations were identified for closure. To date, these installations have either been officially closed or are in the process of being closed. Their respective redevelopment efforts are in various states of completion depending on when the base had been identified for closure and the effort of a community redevelopment committee.

At this point, it was apparent to the researchers that a lack of information existed on the consolidated findings of other installations and communities that would be applicable to those communities with bases identified by the 1993 BRAC or any of the future BRAC proceedings. Much of the historical information, from either the 1960s, 1970s, or the 1988 and 1991 BRAC, had applications for local communities. However, because the environment in which closure and reuse is taking place is constantly changing, a study of the most current closure and redevelopment efforts by a community was deemed to be appropriate.

A case study of the Gentile AFS closure (1993 BRAC) and its redevelopment for civilian use was undertaken as an example for providing the information that would be beneficial to future decision makers affected by a base closure. The case study was undertaken to research the various factors affecting the closure and redevelopment of the Gentile AFS and to determine the context in which these findings could be used in a framework to benefit future policy makers faced with a similar situation. Case study was chosen as a research strategy for various reasons. According to Yin:

In general, case studies are the preferred strategy when “how” or “why” questions are being posed, when the investigator has little control over the events, and when the focus is on a contemporary phenomenon within some real-life context. (Yin, 1989:13)

Yin also believes that case study research is well suited for the following types of research (Yin, 1989:13):

1. public policy, political science, and public administration research
2. community psychology and sociology
3. organizational and management studies
4. city and regional planning research such as studies of plans and public agencies

The researchers believed that this research effort corresponded well with these areas recommended for the use of a case study methodology.

#### Data Collection

Data and evidence for case studies may come from numerous sources. For this research, the data were collected from interviews, documents, archival records, and direct observation. These are four of the six sources recommended for case study

research with the desired result being "convergence" around the same set of facts and findings (Yin, 1989:84).

After the review of the relevant and available literature concerning previous base closures and their redevelopment, the researchers made initial contact with the Gentile AFS Base Transition Coordinator (BTC). The initial interviews with the BTC were designed to gather interview data and to get additional information on sources for additional data collection. Based on the review of the literature, the advice of the BTC, and the accessibility of the sources, the researchers subjectively determined the sources of data for this research. In some respects, the case study resembles a "history," but it adds the two data sources of "systematic interviewing" and "direct observation" (Yin, 1989:19). The principal source of data for this research was personal interviews. Most of the interviews were open ended in nature. This was done so the researchers could ask respondents for the facts about a topic as well as for their opinion about certain things. By getting this insight into certain issues, a researcher can use this information as the "basis for further inquiry" (Yin, 1989, 89). These initial interviews were done with the BTC as stated previously. Interviews were then conducted with representatives from four organizations headquartered in the Washington D.C. area:

1. The Base Transition Office (BTO)
2. The Office of Economic Adjustment (OEA)
3. The Air Force Base Conversion Agency (AFBCA)
4. The Defense Logistics Agency (DLA) Headquarters

The researchers conducted a data collection trip to Washington D.C. to meet with the personnel from these organizations. Prior to the meetings, the researchers provided

each organization with a description of the topic being studied and the areas of interest for data collection (Appendix A). Interview questions were formulated based on the research questions defined in Chapter 1. These research questions attempted to determine the relationships between all organizations in the case study. The researchers were looking for what Yin would term “competitive” or “collaborative” relationships (Yin, 1989:29). Interviews were conducted to gather information from different perspectives, both internal and external to the community-level redevelopment activities.

Secondary sources of information consisted of applicable case histories, briefing charts, operating instructions, and policy guidance provided by the various organizations. This data would fall into the categories of documents and archival records. This data was gathered on the Washington D.C. data collection trip or supplied by the BTC. In addition, direct observation included the researchers attending meetings of the Kettering Redevelopment Committee and the regional meetings of the Ohio Department of Development to gain additional insight into the closure and redevelopment process. One of the benefits of this approach was to get a feeling for the mood and commitment, relative status of personnel involved, and any group dynamics that were involved. Having two researchers was beneficial to increase reliability when comparing perceptions of what had actually transpired at a meeting or interview.

Much of the data collected was applicable to all installations and communities experiencing a closure and redevelopment scenario. Other portions of the data were unique to the Gentile AFS closure and the City of Kettering’s redevelopment efforts.

## Analysis of Data

Each interview with the various organizations was structured to gain information about the Gentile AFS closure and the redevelopment efforts. Since each organization had a different role, or mission, in the closure and redevelopment process, data were analyzed as they related to their specific part of the overall process. By understanding each organization's role, the researchers were able to fully describe the operating environment. This was done primarily through a general description by the interviewee of the organization's mission as it related to the Gentile closure and through the historical data, operating instructions, and policy guidance that were gathered.

Data gathered were organized by organizational function. The data that were included were anything determined to be of use in answering the three research questions defined in Chapter 1. The analyzed data were organized in relation to the three research questions for each organization studied. The data analyzed in relation to these three areas were used in the construction of a closure and redevelopment framework. The criteria used to determine what information to include in the framework were subjective in nature, but were determined based on what was believed applicable to other base closure and redevelopment efforts. In reviewing the data from interviews and documents, the researchers made an attempt to "read between the lines" and look for important information. By doing this, the researchers were aware that, "any inferences would need to be corroborated" with the other sources of analyzed data (Yin, 1989:63). Also, the researchers attempted to remain "open minded." This included being sensitive to contradictory information or any preconceived notions about situations. A concerted effort was made, based on a recommendation, not to extrapolate beyond the range of the

data (Sweeny, 1994). Obviously, not all of the data collected and analyzed were used in the construction of the framework. However, by analyzing the data along the lines of the three research questions, the story of the Gentile AFS closure and initial redevelopment was told.

Since much of the data analysis included looking for evidence to corroborate established "links" to previous information, the "human" element was treated in a special way. Yin believes that some interview data needs to be analyzed and interpreted through the eyes of the respondent, meaning it should be treated as a verbal report only and is subject to "bias, poor recall, and inaccurate articulation" (Yin, 1989:91). However, as stated previously, the objective was to cross check interview data with the information from other sources. Any findings or conclusions used in the construction of the framework are likely to be more convincing if they are backed up by multiple sources of data.

### Assumptions

The following assumptions were made in an effort to maintain both internal and external validity of the research:

1. Bases recommended for closure by a BRAC decision will be closed despite efforts made by any interest groups.
2. Communities affected by installation closures are interested in, and work toward, successful redevelopment of these assets.

**3. Data gathered and findings determined in the first year of the redevelopment period have a substantial bearing on the long-term redevelopment efforts of a community.**

**4. Military installation closures will continue to be decided in the 1995 BRAC process and beyond.**

**5. Researchers were able to determine the factual content of all data gathered where political means may have been used to justify a desired end.**

**6. Organizations chosen to describe the environment of the Gentile AFS closure and redevelopment were the most representative sample of all organizations in the population.**

**Limitations**

**1. Since the time period studied was from the 1993 BRAC closure announcement in July 1993 to July 1994, any conclusions made in relation to future closures will be made in the context of the first year of a redevelopment effort.**

**2. Certain data and information provided to the researchers at both the local and federal level may have been withheld in the interest of all parties involved.**

**3. Due to the unique characteristics of the Gentile AFS, some of the data gathered may not have direct correlation with future closure and redevelopment efforts.**

### III. Literature Review

#### Introduction

On 1 July, 1993, the Defense Base Closure and Realignment Commission completed its review of the Secretary of Defense's recommendations for base closures and realignments. Gentile AFS was selected for closure. The Commission's recommendation was to adopt the recommendation of the Secretary of Defense and close DESC and Gentile AFS and to relocate its mission to the Defense Construction Supply Center (DCSC), Columbus, Ohio (DBCRC, 1993:1-90). Prior to this decision, the community of Kettering had many concerns. As would any community wanting to retain a military base in their area, Kettering contended that Gentile AFS should remain open and that DESC should not move to Columbus, Ohio. The community asserted that DCSC could be moved to Gentile, utilizing existing space and combining the two activities, because of empty warehouses which could be converted to administrative use (DBCRC, 1993:1-90). Also, the community argued that instead of constructing a new building at DCSC for \$89 million, the mission could be accomplished at a lower cost by combining operations at Gentile (DBCRC, 1993:1-90).

The Commission's findings were different from those of the community. Although the actual cost data used by the Secretary of Defense were "varied and debatable," the "estimates did not affect the validity of the recommendations" (DBCRC, 1993:1-90). The Commission found that consolidation of inventory control points at DCSC would increase management efficiency, allow for closure of Gentile, and allow for future expansion of DCSC if necessary.

It was this sequence of events that led to the City of Kettering's attempt to begin planning for the successful closure and eventual redevelopment of Gentile AFS. It was understandable to see why the community was reluctant to accept this drastic change. From researching earlier base closure decisions, it was determined that this is a common reaction. However, the data indicate that successful redevelopment is possible, but it can be a difficult and demanding undertaking. Previous base closures have taken place in three distinct time frames. The earliest closures occurred beginning in 1961 and continued through the mid-1970s. The next rounds of closures were those directly resulting from the Secretary of Defense's Commission on Base Realignment and Closure (BRAC) in 1988 and 1991. In July, 1993, the latest group of base closures was announced. Each of these closure time periods had different characteristics which influenced the effectiveness of the community redevelopment efforts, whether they are presently complete or in progress.

#### History of Base Closures and Redevelopment

Early Closures. The environment for successful redevelopment efforts in the 1960s and 1970s was characterized by the efforts of local communities working with the Department of Defense to minimize the economic impact of a base closure. An Economic Adjustment Program was initiated for this specific purpose in May, 1961, and since 1970, adjustment assistance has been provided through the President's Economic Adjustment Committee (EAC) (OEA, 1993c:5). The Office of Economic Adjustment (OEA) serves as the permanent staff for the Committee which is composed of 23 Federal departments and agencies and is chaired by the Secretary of Defense. The OEA worked

with the local, state, and federal agency representatives to develop strategies and coordinate action plans to "generate new job opportunities and alleviate serious social and economic impacts" resulting from base closures (OEA, 1993c:4). An interesting aspect of these early closures was that "they were the first." Not only were the affected communities learning to deal with a new set of problems without guidance from previous cases, but the Department of Defense was learning for the first time how to facilitate community needs.

An additional change in the operating environment that "ushered in a new variable" to the process of closing and redeveloping bases occurred in 1970 with passing of the National Environmental Policy Act (NEPA) in 1969 (Kenna and Riggs, 1977:9). NEPA is the legislation which stipulates the requirement for an Environmental Impact Statement (EIS) prior to bases being transferred to the local community. The NEPA legislation has, in more recent redevelopment efforts, been one of the most difficult obstacles to timely redevelopment efforts. Review of redevelopment efforts from this time frame indicates a wide variety of outcomes.

Specific Cases. In 1968, Glasgow Air Force Base, Montana, was closed, eliminating 309 civilian and 3500 military jobs (OEA, 1990:8). Although a variety of businesses attempted to operate in the area, the nearby town of Glasgow failed to generate an equivalent number of jobs, with only 29 reported as of the 1990 OEA study. The population of the town has been reduced by half, and a number of businesses have failed. Local officials place partial blame for the lackluster development on the area's remote location. The closest large city, Great Falls, is 270 miles away, and Glasgow has no close

access to the interstate highway system (New York Times, 1987). The area now is being developed into a community for retired military personnel (DeZube, 1993:61).

Fort Wolters, Texas, had been an Army helicopter training base prior to 1973 when it was closed. The nearby community of Mineral Wells, Texas, aggressively confronted the situation and developed an extensive economic development plan. By 1992, the former base facilities had become a well-established industrial park employing over 3000 people (Weiss, 1992:44). Since Fort Wolters closed in 1973, approximately twenty years of data have been collected on the case. Local leaders believe their city has a stronger economic posture and a brighter future than during the peak Army years (Bacon, 1989:9). According to William Rivers, former Mineral Wells City Manager, "Losing a military facility can be tremendously painful for a community, but it can also be an opportunity" (Bacon, 1989:9). In addition to being an established industrial park, the former Army post is now the site of a college campus and various public health and recreation facilities. The key to the successful conversion of the military installation was the way the city of Mineral Wells worked with the Office of Economic Adjustment (OEA) to ease the political as well as economic woes that can come with a closure (Bacon, 1989:10).

In 1974, the Charlestown Navy Yard, located in Boston, was closed with a resultant loss of 5552 civilian jobs (OEA, 1990:6). A redevelopment authority was established to develop plans and facilitate the redevelopment of the facility. Original intentions focused on providing access to the waterfront, affordable housing, and jobs for local residents. Despite initial setbacks, the architectural, historical, and environmental

character of the site has been preserved and the facility has attracted new industries (Calisti, 1992:59), generating over 3700 new jobs (OEA, 1990:6).

Glynco Naval Air Station near Brunswick, Georgia, was closed in 1974. As a training base, the facility employed 344 civilian and 1800 military personnel. By 1990, the installation had become home to a number of diverse manufacturing companies employing 2500 people, as well as a college and vocational training center with enrolled students numbering over 30,000 (OEA, 1990:5).

Kincheloe Air Force Base, located near Sault Ste Marie, Michigan, was closed in 1978. After four years, the area had not recovered from the loss of the base and was suffering an unemployment rate of 23 percent. Eventually, a state prison was established in the area, generating over 2000 jobs where the base had supplied 737 civilian and 3,074 military positions. As a result, the area's unemployment rate dropped to 9.7 percent (DeZube, 1993:59-60). The president of the Chippewa County Economic Development corporation attributed the success of the conversion process to the local political, banking, and business leadership (Bishop, 1987:25-26).

1988 DoD Commission Closures. Public Law 100-526, enacted in October 1988, created the Secretary of Defense's Commission on Base Realignment and Closure. "The law charged the Commission with recommending installations for closure and realignment based on an independent study of the domestic military base structure" (DBCRC, 1993:3-1). The 1988 Commission recommended the closure of 86 bases and the realignment of 59 others.

The environment, for closure and subsequent redevelopment activities during this period, was not substantially different from that of the early closures. However, a review of the cases indicates that communities were initially unprepared for the challenge of redeveloping their closed bases. This was due primarily to community leaders not understanding the unique challenges they would face in redeveloping property previously owned and maintained by the particular military service. The process of creating new jobs, to replace those that were lost also proved to be a learning experience for many communities. Because the redevelopment of a closed base evolves over the course of many years, the final verdict of bases closed in 1988 is still out. Only six years have passed, and judging the outcome of current redevelopment efforts is open to interpretation. The closure and redevelopment activities of Chanute AFB and Pease AFB highlight these efforts.

Chanute Air Force Base, Rantoul, Illinois. Studies of numerous closings indicate that the closing of a base does not always end up with the local community being worse off. In fact, some communities can be much better off after the closure than they were when the bases were open. The redevelopment of Chanute AFB in Rantoul, Illinois, is a good example. Hartwig, in his article about the fiscal impact of Illinois base closures, indicates a possible positive outcome for affected communities. "It is reasonable to believe that there will be a larger income and employment multiplier as a less transient, more stable population takes root in the community" (Hartwig, 1989: 2). As with other communities facing a base closure, Rantoul initially viewed the decision for base closure with much anxiety. It realized a major change was taking place and were comfortable

with the status quo. It was not easy to accept that a positive, or even more favorable, result could occur. According to Dorrier and Wiberg, "military base closings offer significant reuse opportunities. Despite relatively short-term consequences, communities could stand to gain in the long-run" (Dorrier and Wiberg, 1993:24).

When the military departs from a location, the drastic effects predicted to occur happen over a period of years and lessen the overall adverse effects (Hartwig, 1989:4). Also, certain characteristics of the local community can mitigate the effects of a closure. For example, Rantoul's favorable location, friendly industrial environment, and attractive tax climate will tend to lessen the impact of Chanute's closing (Hartwig, 1989:5).

Members of most communities are anxious about the closure of their local bases because of their long-standing benefits to the areas. There are justifiable reasons for this anxiety. The military personnel and government civilians employed by the bases spend their money in the local economy, purchase housing, contribute to the tax base, and provide a stable source of revenue for the city, county, and state. In a follow-on to his June 1989 article, Hartwig discusses the Chanute closure from a more pessimistic viewpoint. He questions the potential costs of attracting new firms to replace the departing military presence, and he states that an increase in state tax revenues will come only from the creation of new jobs, not a transfer of jobs from one town to another (Hartwig, 1989b:17).

When a base is slated for closure, local officials believe that there will be a complete loss of benefits until another activity takes its place. Hartwig, in a third article in a series about the Chanute closure, concludes from research data on the area, that Rantoul's economy has shown "resilience in the wake of Chanute's closure

announcement" and that the industrial firms planning further expansion will soon replace the military as the dominant force in the economy (Hartwig, 1991:9). Study of the Chanute closure indicates both the positive and negative aspects of a redevelopment effort. An evaluation of success or failure is dependent on a particular point in time and point of view. This is also the case in evaluating the Pease AFB closure and redevelopment activities.

Pease Air Force Base, New Hampshire. Pease Air Force Base, New Hampshire, which employed 400 civilians and 2,500 military personnel, was identified for closure in 1988 and was closed in 1991 (Guskind, 1990:14). Located in a densely populated area of the state, and surrounded by two communities, local officials expected redevelopment progress to come quickly and easily. However, by the end of 1993, the Pease Development Authority was still struggling to attract new industry to the facility to replace the lost jobs. The delay in recovery has been blamed on a combination of factors including mismanagement of the project by the development authority, the presence of toxic-waste sites requiring expensive clean-up, and disagreements between local and state officials regarding the direction of redevelopment efforts (Maremont, 1993:29).

Pease was the first base to be closed as part of the 1988 DoD Commission's recommendation, which makes it a unique case for further study. The Pease Development Authority executive director George C. "Skip" Jones admits, "when we came in, we didn't know what the hell we were doing" (Maremont, 1993:29). Statements such as this indicate that the magnitude of the task should require hiring qualified personnel for a redevelopment committee. Filling these important positions with

unqualified personnel can only lead to eventual suffering later on in the process. "Today the life cycle for these military bases must begin all over again through redevelopment" (Lockwood, 1993:97). Proper planning can be accomplished only through a well-organized and well-run redevelopment committee that has the community and local area interests at the top of its list. The futures of the closing bases must be planned with the same degree of "forethought and commitment" that was devoted to their original development (Lockwood, 1993:97).

Before the effects of the 1988 DoD Commission's recommendations on community redevelopment efforts were fully understood or identified, the Committee met again in 1991.

1991 BRAC Closures. With the 1988 closures underway, the decision to close 34 additional bases was made. "Despite the accomplishments of the 1988 DoD Commission, additional base closures were necessary with the declining force structure brought on by the decline of the Cold War" (DBCRC, 1993:3-1). In addition, the process for determining which bases to close was modified in 1991. Previously, the 1988 DoD Commission worked directly for the Secretary of Defense and generated its own list of recommended closures and realignments. Under Public Law 101-510, the BRAC reviews and analyzes the Secretary's recommendations and submits its findings directly to the President. The new law also provided for the BRAC to meet in 1993 and 1995. Even though the decision making process had been modified, the result of a base closure decision on an affected community was the same.

In 1991, England Air Force Base near Alexandria, Louisiana, was placed on the closure list and ceased operation in December of 1992. One thousand civilian jobs were lost and over 3000 military personnel left the area. Prior to announcement of the final closure decision, local community and business leaders had already begun to formulate a plan for redeveloping the installation. Three months before the base ceased operations, the redevelopment committee had begun to identify serious potential tenants. By the first quarter of 1994, officials predicted 15 new businesses would be in place, generating 1100 new jobs. Although appearing to be well on its way to achieving success, development of the facility has been slowed, but not stalled, because of environmental cleanup work that has not been completed. To date, development authority officials credit the success of the effort to a combination of networking, advertising, and "prospecting" (Beyerlein, 1993:7f).

Myrtle Beach Air Force Base in South Carolina was identified in 1991 for closure in 1997. The city has put together a local task force composed of private citizens and has completed an extensive market survey to help generate a long term development strategy. Local officials believe the secret to success will be unity among local, state, and federal agencies involved in the redevelopment process (Achs, 1991:53).

#### Findings from the Past and On-Going Closure and Redevelopment Efforts

Review of the literature concerning the bases being closed prior to the 1993 BRAC indicates some common trends that could be applicable to future redevelopment efforts. These common trends are in the areas of planning considerations and the function of the redevelopment committee.

Planning Considerations. What is often overlooked is that with proper planning and implementation, the community can gain monetary, social, and growth benefits not possible with the DoD being the only source of employment for a given base population. The monetary aspects of a closure are not always as they first appear, and further study yields some interesting factors. Factors of prime importance include how base property, housing, buildings, and other assets will be handled. When the base was in operation, these factors were of little concern to the local populace. In some examples, the base may be located on prime real estate--desirable shore-front or natural park quality real estate--that will now become available for reuse. When there are airport or port-type facilities considered in the redevelopment of a base, the list of potential interested parties increases. In addition, the government will try to convey property at reduced costs if plans for the property conform with the community's values and interests (Dorrier and Wiberg, 1993:24).

There are countless methods of base redevelopment and reuse. "Bases are ideal sites for commercial and residential development as well as parks and open space" (Lockwood, 1993:96). Although there is no automatic formula for reuse, "each property should be developed according to specific regional needs and its urban or rural location," and the success of a conversion will be driven by location, planning and local participation (Lockwood, 1993:97). Land developers have their own ideas on how to best use these assets, as do the local, state and government officials. Important issues are whether base assets should be used for possible profit-making ventures that would benefit

the community by replacing lost jobs and wages, or used for public education, low income housing, or improved health care ventures.

Redevelopment Committee. These difficult questions make the organization of a redevelopment group so important. In most cases, after the closure has been announced, the city puts together a "task force" or "appointed reuse committee" to prepare a reuse plan which can be facilitated by funding provided by the Office of Economic Adjustment (Dorrier and Wiberg, 1993:25). This group is responsible for determining who gets the use of the base and its assets, when the transactions will occur, and the price to perspective leasees or buyers . As the communities surrounding Myrtle Beach AFB (1991 BRAC closure) were planning for the closure, it was found that the most successful reuse plan was one that was tailored to the unique characteristics of the facility and the surrounding communities. This included the communities' size, location, political structure, economic and social conditions, financing ability, and degree of marketing and planning capabilities (EDAW, 1993:5-1). Their proposed management structure was one developed by studying similar base closures. They found that the best organizational structure was one that had the characteristics of an "authority or development corporation" (EDAW, 1993:5-1).

The communities being studied have used different organizational approaches to solve these problems associated with base closure and redevelopment. The literature indicates that this redevelopment committee can determine the community's success or failure in dealing with a base closure. As mentioned, the OEA will provide funding for much of its operation and administration. One of a communities biggest challenges is

finding the right person to head this organization and to determine the most efficient organizational structure to properly plan all aspects of the redevelopment. There will be numerous options available for review by the committee. Lessons learned from previous closings and how the local redevelopment committees operated, should lend to the generation of solutions for redevelopment by newly-established committees. One example pointed out that the operation of this redevelopment body was the single most important aspect of the successful redevelopment effort. A "model property disposal process" calls for the services of a "Redevelopment Coordinator" in order to minimize the local economic disruption that accompanies any base closing (Calisti, 1992:57).

Every base is different, but similarities should make the findings of previous cases useful for further study. The present environment does have some differences that are worth noting. For example, "a glut of industrial space persists and will remain for some time" and "fewer financial resources are available" (Weiss, 1992:46). The level of environmental contamination also determines the pace of successful redevelopment efforts. "At several bases, the legacy of past environmental abuses must be researched carefully" (Weiss, 1992:46). This fact can be the most difficult and most expensive problem the government has to solve prior to a base being closed, transferred, and readied for reuse.

The preceding discussion leads to the conclusion that the redevelopment committee and its organizational structure are very influential in determining redevelopment success. Examples illustrate that one structure does not necessarily work for all base closures. Redevelopment organizations need to be established based on the specific conditions of the closure and reuse plan. "Those [organizations] that identified

the weaknesses they had faced in their organizational structure described issues which were generally tangential to the structure itself" (EDAW, 1993:5-1). "The organization which will ultimately implement a reuse plan must be tailored to the unique characteristics of the facility and surrounding community" (EDAW, 1993:5-1).

Another complicating factor includes competing interests. "The federal government has its objectives in base closures and various members of each local community will fight for their personal agendas" (Lockwood, 1993:96). The challenge is to balance the competing interests and try to achieve what is best for the community in the long run (Lockwood, 1993:96). The Business Executives for National Security (BENS) summarized what they believe to be the major obstacles to redevelopment from studying closure and redevelopment efforts resulting from the 1991 BRAC. According to BENS, the major obstacles to successful redevelopment are environmental issues, the federal bureaucracy and decision-making process, and local jurisdictional battles (BENS, 1993:9). Data on the 1993 BRAC closures and redevelopment efforts will be needed to verify similarities with past closures and future relevance to those projected to be affected by the BRAC in 1995.

#### The Clinton Administration's Five Point Program

As communities such as Kettering begin the task of redevelopment after the 1993 BRAC determined the fate of their bases, the Clinton Administration has instituted a program to "revitalize" these communities. In a letter to state representatives, the Secretary of Defense stated, "I share the President's belief that the communities that won the Cold War must not be left out in the cold" (Aspin, 1993). This information and the

specific goals of the “Five Point Program” were released on the same day the President transmitted to Congress the base closing recommendations of the BRAC. This increased emphasis in helping affected communities at the very beginning of the process was a very positive step. “In a sharp departure from the past,” the Administration pledged to give “top priority” to early re-use of the bases’ valuable assets by affected communities (Aspin, 1993). Rapid redevelopment and creation of new jobs in base closure communities are the top goals of the Five-Point Program (Aspin, 1993).

Job-Centered Property Disposal. Job-centered property disposal is designed to put local economic development first.

1. Allows for lower cost and no-cost transfers for economic development.
2. Encourages the use of interim leases.
3. Delegates the level of authority to approve leases and simple land transfers.
4. Accelerates property screening done by other federal agencies.
5. Personal property will no longer be automatically moved.

Easy Access to Transition and Redevelopment Help. Easy access to transition and redevelopment help will be available to workers and communities.

1. Major sources of monetary assistance for base closure communities.
2. Transition and retraining assistance for affected workers.

Fast-Track Cleanup. Fast Track Cleanup will remove needless delays while protecting human health and the environment.

1. A “cleanup” team will be established at every base.

2. Clean parcels of land will be made available for community use.
3. The NEPA process will be accelerated.
4. Future liability for contamination will be clarified.

Transition Coordinators. Transition Coordinators are being assigned at major bases slated for closure.

1. Assigned as full-time advocate for the community.
2. Authorized to cut through the “red tape” on property disposal.
3. Chartered to keep environmental cleanup on a fast track.
4. Will also work in conjunction with the OEA in identifying funding.

Larger Economic Planning Grants. Larger economic planning grants are to be provided to base closure communities.

1. Larger grants will help “jump start” the process of redevelopment.
2. Average amounts allotted will average \$1 million over five years.
3. OEA chartered to assist in implementing the reuse plan and strategy.

Title XXIX, Base Closure Community Assistance. On 30 November 1993, the President signed into law the Defense Authorization Act for Fiscal Year 1994. Title XXIX, Base Closure Community Assistance, gives the authority needed to implement the Five-Point Program for revitalizing base closure communities (Bayer, 1993). The FY 94 Defense Authorization Act will make it easier for communities with closing military bases to transition to a commercial economy. The legislation includes key provisions

sponsored by Senator David Pryor (D-Ark.). In an Office of the Assistant Secretary of Defense news release, the Pryor Amendment legislation was described:

The primary result of the new legislation is to empower local communities. It will allow the military to convey property, buildings and equipment to the communities at less than fair market value and, when appropriate, for free to help create jobs. The legislation provides authority for the DoD to implement jobs-centered property disposal which is the first part of the President's Five-Part Program. The goal is to reduce the time it takes to turn closing bases over to communities and foster job creation and economic growth. (OASD, 1993)

This legislation is a new way of doing business for the government that should benefit communities affected by base closures. "Congress, through the Pryor Amendment, has supported President Clinton's Five-Point Program by speeding up base closure and conversion for bases on the 1988, 1991, 1993 and future closure lists" (OASD, 1993). Communities will have more involved roles in determining the disposition of land, facilities and equipment as they go through the closure and redevelopment process. According to Robert E. Bayer, Deputy Assistant Secretary of Defense for Economic Reinvestment and Base Realignment and Closure, "this [Pryor Amendment] should speed economic redevelopment and help create jobs in closure communities" by doing the following (OASD, 1993):

1. The Act protects the interests of the local communities by requiring the military to maintain the condition of facilities and equipment at closing bases for community reuse.
2. The military is also required to keep on-site, non-mission essential equipment that is vital to the reuse of the installation.
3. The military is allowed to convey land, buildings, and equipment to community reuse groups at less than fair market value, or for free, to enhance economic development.

Since July 1992, when the President announced his Five Part Program, the DoD has continued to make progress on the other four parts of the program (OASD, 1993). In the area of Job Centered Property Disposal where the Pryor Amendment is primarily aimed, the operating guidance has yet to be released due to the unexpected complexity and interrelation of key issues which are being addressed in detail for the first time.

With the announcement of the 1993 BRAC recommendations and the President's Five Part Program, the stage has been set for the community of Kettering to begin the redevelopment of Gentile AFS. Base closure and redevelopment activities have been ongoing since the 1960s. After a long lapse in base closure decisions, the process was once again started in 1988. Each closing base and its redevelopment is a unique case as is the operating environment for each time frame. The majority of the following chapter, Analysis of Data, will serve as the framework. It will define the current closure and redevelopment environment, evaluate the decisions and actions of the key organizations and groups, and determine the information applicable to future decision makers from the case study of the Gentile AFS closure and initial redevelopment.

#### IV. Analysis of Data and Presentation of a Framework

##### Introduction

The Gentile AFS closure and redevelopment scenario begins with a description of the base itself. The characteristics of the base and its functions are what make this closure and redevelopment case worth further study. Gentile AFS and DESC are unique, but the external organizational environment in which the City of Kettering's redevelopment committee will operate is basically the same for all Air Force 1993 BRAC closures. An additional variable is the inclusion of the Defense Logistics Agency (DLA) as a key player in this closure and redevelopment case. DLA's involvement stems from the fact that DESC is a DLA Inventory Control Point located on a base owned by the Department of the Air Force.

As stated in Section II, the data collected will be analyzed in relation to the three research questions. The answers to these research questions will be the closure and initial redevelopment framework for future policy and decision makers involved in the process. The data has been organized into organizational categories. The four categories are the Base Transition Office, the Office of Economic Adjustment, the Air Force Base Conversion Agency, and the Defense Logistics Agency. The three research questions, as defined in Chapter I, are:

1. What are the roles and missions of the various community, state, and federal organizations that have an influence on creating the operating environment of the closure and redevelopment of the Gentile Air Force Station in the first year after the 1993 BRAC recommendations?

2. How were the actions and decisions of each of the groups involved with the closure and redevelopment of Gentile Air Force Station perceived by the researchers and the other organizations?
3. In what context can the experiences of all participants in this process be used to guide future base closure and redevelopment policy makers?

#### Gentile AFS, Kettering, Ohio

The initial data is being collected on the bases slated for closure as a result of the 1993 BRAC. In most cases, it is too early to determine success or failure of planned redevelopment efforts. In addition, the environment in which these affected communities will operate is still being determined by changes in how the federal government plans to revitalize closure communities. To understand Kettering's redevelopment of Gentile AFS and the context in which it can be applied to future redevelopment efforts, the background characteristics of Gentile AFS needs to be examined.

History of Gentile Air Force Station. Gentile AFS became an Air Force depot in 1947 after having been designated the 862nd Army Air Force Specialized Depot prior to the Air Force becoming a separate service. In 1951, the Gentile Air Force Depot was renamed Gentile Air Force Specialized Depot for World War II flying ace and local resident, Major Don S. Gentile. The separation of the installation and the organizations came in 1955 when the Air Force Logistics Command separated the depot operation into the Dayton Air Force Depot and the installation became Gentile Air Force Station. The Defense Electronic Supply Center was officially established in 1962 as a unit of the

Defense Supply Agency. Dayton Air Force Depot functions were phased out and DESC became the principal organization on the installation. During this time period, the Air Force continued to own the station. DESC remained a part of the Defense Supply Agency which became the Defense Logistics Agency in 1977. For the first 18 years, material requested by DESC customers was stored and shipped from Gentile as well as other depots. In 1979, the Dayton depot was phased out and inventory was transferred to depots in Virginia and Utah. When DESC's actual warehousing operations ended, approximately 350 positions were eliminated.

Current Gentile AFS Environment. Most of the facilities at Gentile Air Force Station were built in the 1940's and 1950's and vary greatly in size. Buildings range in size from a 250,000-square-foot facility that includes computer rooms, an electronics test laboratory, and a fitness complex, to small structures such as security guard stations. DESC has extensive computer facilities including three large computer rooms with over 95,000 square feet of space. Initially, the buildings were considered to be in very good condition because of recent modifications; however, this may not be the case after further inspection is completed (Woolfrey, 1994). Since 1986, the federal government has spent \$11 million on interior renovations throughout the base. An additional \$6 million was spent on exterior work such as the removal of underground storage tanks.

The worker profile of Gentile consists of 2,800 employees with 50 percent women and 25 percent minorities. Approximately 75 percent of the work force (2,200 military and civilian personnel) is employed by DESC. The skills base consists of contract buyers, clerks, and administrators; engineers and technicians; personnel

managers and secretarial employees; trades workers; and various operations and maintenance personnel. The total payroll in 1993 was \$116 million.

Mission of DESC. As one of DLA's six supply centers, DESC has two primary missions:

1. It provides prompt, effective, and reliable electronic spare parts support to the military services and Federal civil agencies.
2. It provides engineering support to the military services by standardizing electronic parts and encouraging their use in new design.

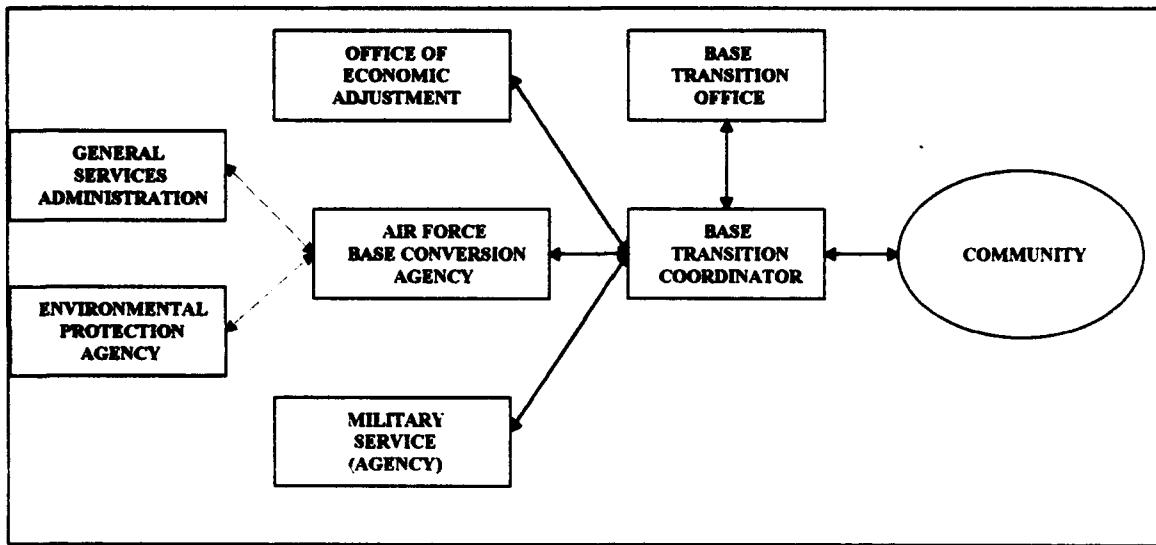
Procurement and Management of Electronic Spare Parts. DESC is the principal Department of Defense activity for the procurement and management of electronic spare parts. The center manages over one million items which is about 20 percent of the total number of DoD supply items and 40 percent of the DLA items. All items are considered "consumables," meaning they are neither repaired nor serviced, but discarded after use. The organization supports over 20,000 military and civil agencies around the world. The volume of business generated by DESC is significant to the electronics industry as well as the local community. During fiscal year 1992, sales of electronic parts to customers reached \$643 million, and to replenish existing stock, DESC contracted for another \$278 million in materials.

Engineering Support. DESC is also considered a principal DoD authority on electronic component technology because of its work in engineering standardization. Engineers and technicians prepare military specifications and standards on electronic

items. Qualification is determined for potential manufacturers of consumable electronic spare parts and the number of new parts introduced to the defense inventory is controlled.

#### Presentation of a Framework

There are a number of federal government organizations which offer assistance to communities faced with the closure of a military installation. The four organizations primarily involved in the Gentile AFS closure and redevelopment effort include: the Base Transition Office (BTO), the Office of Economic Adjustment (OEA), the Air Force Base Conversion Agency (AFBCA), and the Defense Logistics Agency (DLA). Figure 1 depicts these organizations and their relationships to the affected community and to each other. This arrangement was in part a result of President Clinton's "Five-Part Program" which was an effort to revitalize, accelerate, and simplify federal government assistance to communities affected by a military base closure. The data analyzed in relation to the three research questions will be the framework for base closure and initial redevelopment policy makers.



**Figure 1. Organizational Arrangements**

### The Base Transition Office

**Research Question One.** On 24 June 1993, Deputy Secretary of Defense Perry established a Department of Defense Executive Agent for Base Closure Transition (Under Secretary of Defense, Acquisition and Technology). In order to support the Executive Agent in accomplishing the mission, a Base Transition Office (BTO) was subsequently created (BTO, 1993a:1). The charter of the BTO is to "support the Administration's program for revitalizing military base closure communities" (BTO; 1993b:1) Figure 2 illustrates the organizational structure of the BTO.

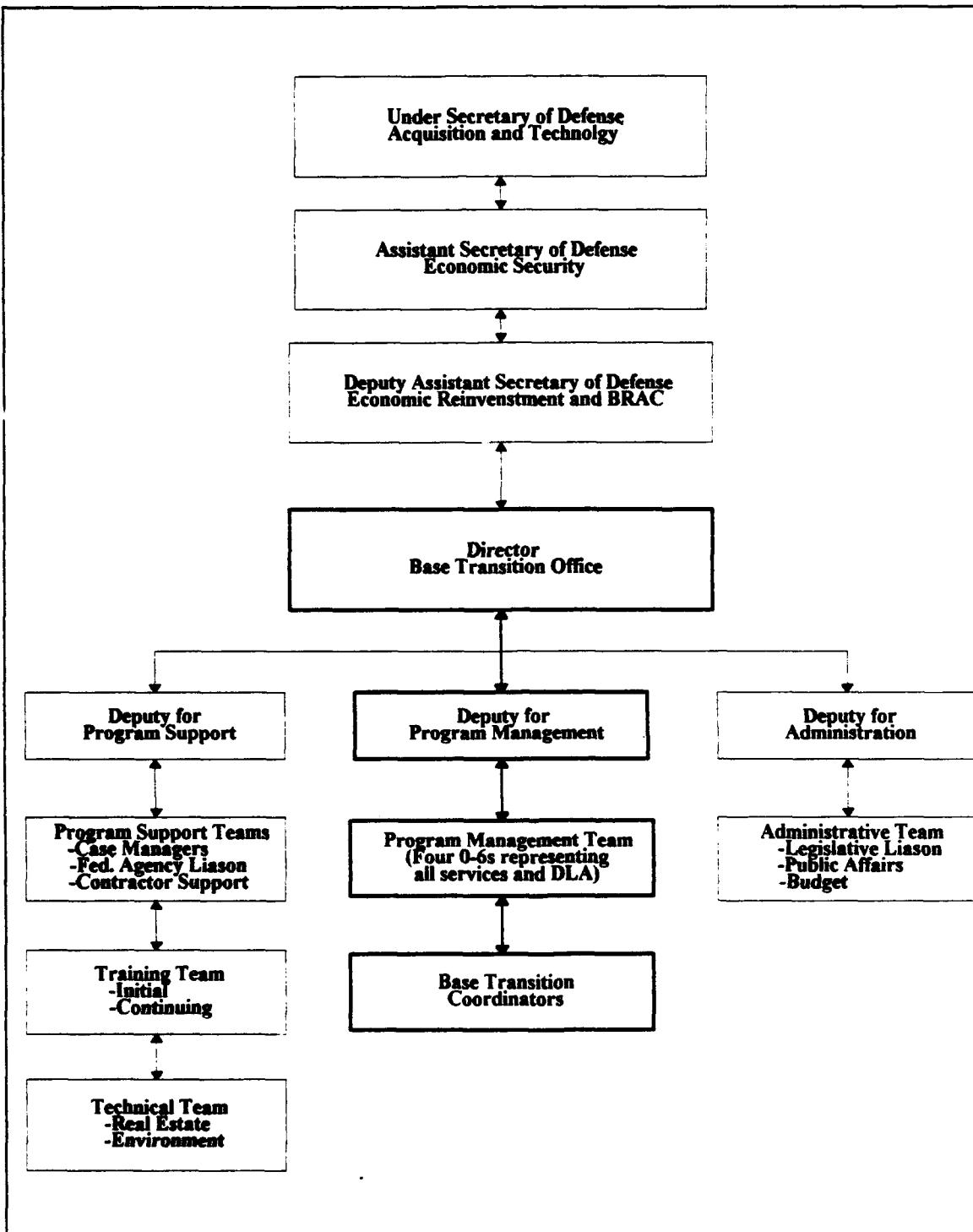


Figure 2. Base Transition Office

The Deputy for Program Management (DPM) assists the Director of the BTO in the administration of BTO operations. Assigned to the DPM are four program managers,

one for each service (Air Force, Army, Navy/Marine) and DLA. Program managers supervise the on-site Base Transition Coordinators (BTC). Responsibilities of the program managers include: 1.) coordination and facilitation of closure and redevelopment activities between various government agencies, 2.) providing BTCs with guidance on policy, programmatic, legislative, and administrative items relating to the BTO mission, and 3.) providing BTCs a link to upper management levels within DoD and other federal agencies, as appropriate, to facilitate and reduce constraints affecting redevelopment efforts.

Although Gentile AFS is owned by the USAF, DLA has primary responsibility for the installation closure because the Defense Electronic Supply Center (DESC), a DLA activity, is the host organization for the remaining tenant activities. The Gentile AFS closure is unique because it is the first installation closure for which DLA has been responsible (Reynolds, 1994).

The BTO establishes a Base Transition Coordinator (BTC) at each site identified for closure. The BTC is directly responsible to one of the program managers. The BTO, through the program manager, provides technical and organizational support for these transition coordinators. The BTC has been described as "the community's ombudsman, providing ready access to Washington decision makers, ... [to] speed resolution of any issues that impede the real and personal property disposal, interim leasing, and environmental review and cleanup processes" (BTO, 1993c:1) The BTC is a central point of contact for community and business leaders involved in the installation redevelopment effort. As the central point of contact, the BTC is a single, federal government representative that can facilitate and coordinate activities and

communication between all parties (military, government, and civilian) involved in the redevelopment process. The BTC "doesn't own anything, can't promise anything, and can't make any decisions. The BTC can only encourage others to do that and facilitate those who close installations" (BTO, 1993d).

The BTO was established to try and simplify the interface between community redevelopment representatives and the federal government. The primary responsibility of the BTC is to "help speed the economic recovery of communities where military bases are to close or undergo major realignment" (BTO, 1993c:1). To carry out this function, the BTC acts as the sole on-site representative of the Executive Agent. Additional responsibilities include seeking out local leaders and becoming aware of community desires for redevelopment; identifying impediments to rapid military property transition to reuse functions and highlighting these roadblocks to the cognizant BTO program manager, authorized community reuse group, and applicable federal and state agencies; and coordinate with all cognizant parties to keep environmental cleanup on a fast track (BTO, 1993c:2).

Research Question Two. The Base Transition Office is part of the federal government's attempt at improving the community redevelopment process, as called for by the President's "Five-Part Program." Although creating an additional organization within the DoD involved with base redevelopment, all members of the BTO interviewed by the researchers focused their efforts on providing assistance to affected community representatives. The Base Transition Coordinator for Gentile AFS described himself as "a community advocate." The BTO (via the BTC) provides community redevelopment

officials direct access to a DoD representative in the local area, who has access to officials at higher levels within other agencies or the DoD itself, and who can often bypass significant bureaucratic entanglements and confusion.

The BTO is a new organization, and is still developing some policies and procedures. The BTO appears to be staffed by personnel eager to positively contribute to the redevelopment process in any way they can. The researchers believe quantifiable redevelopment progress will have a positive impact on how individual organizations are perceived by communities with respect to the process. This may take some time because currently the Kettering Redevelopment Committee views the entire base closure and redevelopment process as being very bureaucratic and unresponsive to community needs.

The creation of the BTO was the result of the increased emphasis given the base closure and redevelopment process. It was one area where adding an organization could improve the process. The BTO itself was formed in July 1993 as a result of the Deputy Secretary of Defense's thorough understanding of the existing process and what was needed to revitalize federal assistance to affected communities. The OEA had provided the needed funding to base closure communities throughout its history, but it had not necessarily functioned as a "champion" for these communities. This is not a criticism of the organization; they were doing everything in accordance with their charter. The redevelopment process worked adequately under the existing structure, but the need for a community redevelopment "police force" was needed.

The major difference emphasized with the creation of the BTO was the idea of "transition." Transition in this case means taking the steps necessary to ensure that base closure communities are as "well off" after base closure as they were prior to it. The

BTO has the community as the target of their efforts. They will be judged and evaluated on how well an individual community fared in its redevelopment efforts. Their "mission" is successful transition.

Even though the potential exists for rivalry between the BTO and the OEA, the BTO can be viewed as an extension of the OEA's operation. The BTO now has the authority to go beyond what is considered adequate in terms of helping affected base closure communities. They supplement the actions of other organizations and ensure that they are working together toward the goal of successful transition. An example of this occurred between the BTO, the AFBCA, and DLA. Normally, the AFBCA does not have to deal with a defense agency in closing an Air Force base; however, in this case DLA is deeply involved with the transfer of DESC to Columbus, Ohio. Because of this, a joint effort is required between the two organizations in terms of transfer of DESC and the actual closure of Gentile AFS. The BTO was solely responsible for bringing these two organizations together to formalize a Memorandum of Understanding (MOU) on the Gentile AFS closure. The MOU laid out the responsibilities of each organization so their respective missions could be accomplished while, at the same time, honoring the stake that Kettering had in the outcome. The increased emphasis given this MOU also resulted in the AFBCA providing the on-site coordinator which, up to that point, had not been provided.

The BTO also provides "one-stop shopping" to meet the needs of affected communities. With the numerous organizations playing a part in successful transition, a community is now able to work through the BTO to facilitate the requirements of these organizations. This process requires a two way exchange of information. The key

element in this arrangement is the BTC. The Gentile AFS BTC is viewed by the community as part of the community and not only as an agent of the federal government. This promotes a feeling of "having a person on our side" that will work in the best interests of the community. The actions of the BTC in this case have been as advertised. He is truly acting with the interests of the community as his primary focus. The unique situation exists where he is also a member of the Kettering Redevelopment Committee and can be aware of all important information concerning the desires of the committee and the community.

The BTC has an added responsibility to inform community leaders that the Administration's revitalized program has some shortfalls and details that still need to be worked. He is a spokesman for the "Five Point Program" and the entire BTO. The difficulty lies in working directly for both parties. What appears to be a "fine line" between loyalty to community redevelopment interests and supporting the goals of the DoD, in the final analysis becomes, per BTO directives, being an advocate for the base-closure community. The Gentile AFS BTC has done an admirable job in meeting these requirements. An example of this occurred in the implementation of the Pryor Amendment legislation. Even though the legislation was passed, the actual implementing (operating) instructions were not available as of March 1994. The BTC was tasked with convincing community leaders that the benefits of Pryor would be realized while having no concrete instructions on how they could implement the legislation. His job becomes one of having to identify with the problems identified by the redevelopment committee while, at the same time, ensuring them that things will eventually work out as advertised. In other words, that the federal government is serious

about its intention to revitalize the redevelopment process and make base transition as successful as possible.

Research Question Three. A distinct feature of the BTO, as a federal organization, is that it does not have a requirement to be involved in every aspect of the redevelopment process. The BTO is a resource available to community redevelopment officials, to be used only if needed or desired by community representatives. The BTO offers expertise to community representatives and organizations that have little practical experience in navigating through the complex closure and redevelopment bureaucracy.

The Base Transition Coordinator has a mandate to stay aware of community activities and needs so that if help is desired, the BTC may quickly contact the BTO who then coordinates with the correct federal organization in order to facilitate action desired by the community. The BTO, represented by the appropriate Program Manager, is interested in facilitating the requirements of the community as relayed to him through the BTC. The program manager has the influential power of the Secretary Defense in order to draw diverse federal organization representatives together to make decisions or negotiate action on behalf of community redevelopment officials.

It is important to note that the creation of the BTO, and its subsequent effort to facilitate Kettering's redevelopment efforts, have resulted in an improvement to the community redevelopment process. Transition from community dependence on the closing military installation to a civilian entity takes time and does not happen "overnight." This case study has revealed that the Kettering Redevelopment Committee's negative perceptions are relative to this particular situation. The committee does not

look at the time required and/or organizational relationships in relation to pre-BTO redevelopment efforts. What they see is a process wrought with red tape and bureaucracy. This initial committee perception may lessen as redevelopment efforts proceed.

Another approach taken by the BTO, through the efforts of the BTC, was to form an internal DESC/Gentile AFS redevelopment committee. At this point, this arrangement has shown promise for allowing the BTC to consolidate the corporate knowledge at Gentile AFS when dealing with the Kettering Redevelopment Committee, the BTO, and DLA Headquarters.

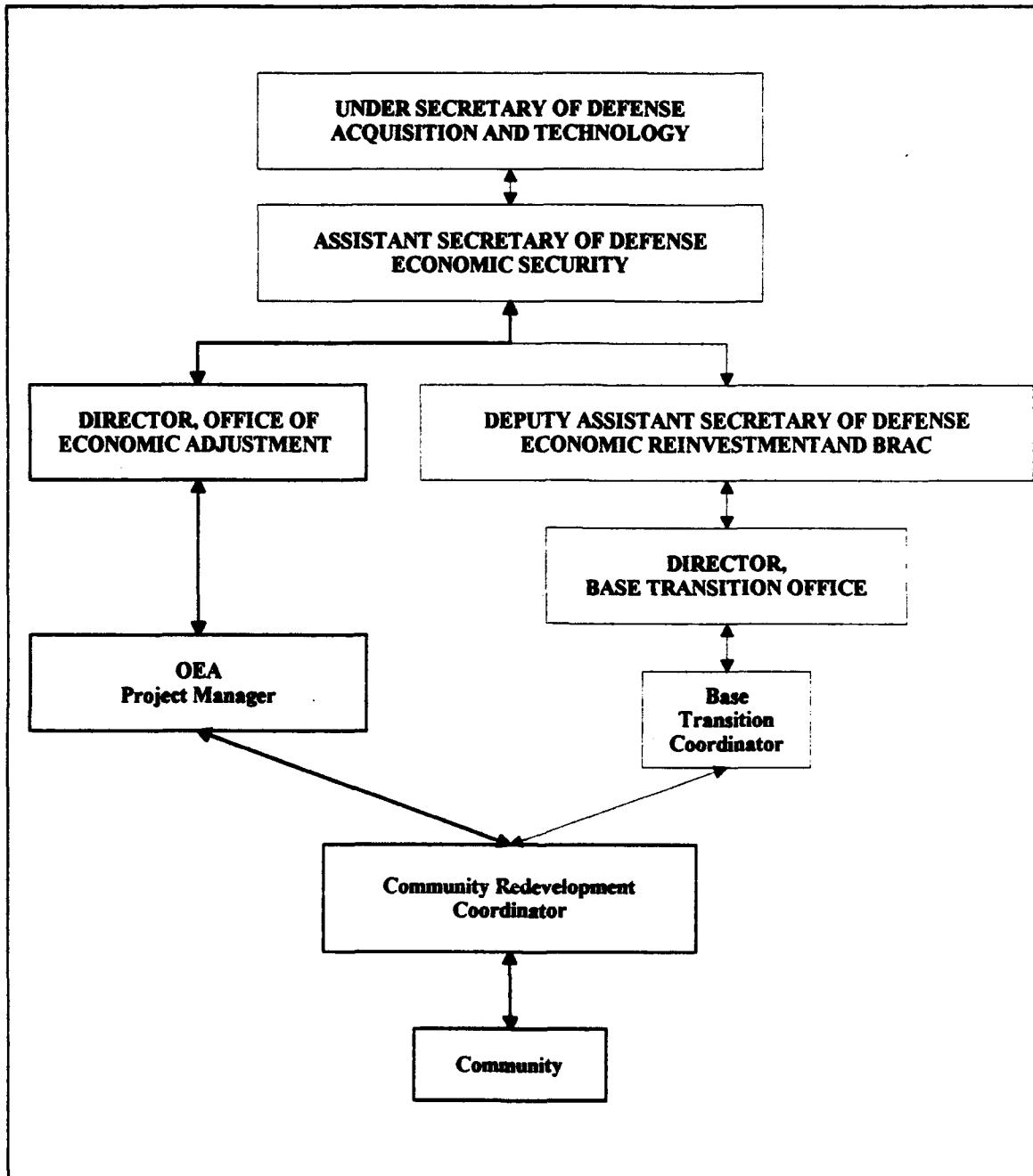
#### The Office of Economic Adjustment

Research Question One. In 1961 the Defense Economic Adjustment Program was created to help communities adversely affected by changes in defense spending and basing (OEA, 1993c:1). In 1970, the President's Economic Adjustment Committee (EAC) was formed, composed of 18 Federal departments and agencies and chaired by the Secretary of Defense. In 1978, the Committee and Program were formalized under Executive Order 12049. The Office of Economic Adjustment (OEA) serves as the permanent staff for the Committee and operates the Program (OEA, 1990:1). Executive Order 12788, signed by the President on January 15 1992, reaffirmed the President's EAC and the Defense Economic Adjustment Program (OEA, 1993b:1). The EAC now involves 23 federal departments and agencies (OEA, 1993b:3).

Executive Order 12788 defines the purpose of the Defense Economic Adjustment Program as assisting "in the alleviation of serious community socio-economic effects that

**result from major defense base closures, realignments, and defense contract-related adjustments, and the encroachment of the civilian community on the mission of military installations” (President, 1992).**

The objectives of the OEA include the replacement of jobs lost through civilian reuse of closing military base properties, to define the nature of potential problems (assess vulnerability), coordinate and provide worker placement and retraining assistance, and help organize and develop economic adjustment programs for affected communities (OEA, 1993c:1). Figure 3 illustrates the positioning and arrangement of the OEA.



**Figure 3. Office of Economic Adjustment**

The OEA assigns each installation undergoing closure or significant realignment to a project manager. The OEA Project Manager performs a number of services for the affected community, which include (Barton, 1994):

1. Suggest policy in establishment of a community redevelopment committee.
2. Provide assistance in applying for funding from the OEA for community planning assistance grants, which pay for establishment of a community redevelopment coordinator and staff.
3. Locate additional sources of funding available from other federal agencies (such as the Department of Commerce, Department of Labor, Federal Aviation Administration, etc.) for community redevelopment efforts.
4. Assist in the development of the community's Request for Proposal (RFP), which solicits contractors to provide bids for redevelopment studies and plans.
5. Provide experienced guidance and consultation to community representatives when reviewing proposals and selecting a qualified contractor.

Community planning assistance grants from the OEA range from \$250,000 to \$1 million, depending on community needs, and can be multi-year. The OEA also has a Local Share Policy which asks that the community provide 25 percent of the requested grant amount, either in cash or "in-kind" services. Planning grants can be used to fund activities such as base redevelopment use planning, detailed site development plans, marketing strategy, and the staffing, operating, and administrative costs of the community redevelopment coordinator's office (OEA, 1994).

Because of its existence for over thirty years, the OEA has accumulated a large amount of historical and statistical data, which has been compiled into a number of studies available to any interested persons or organizations. Information available from the OEA includes profiles of previously completed base closures, manuals for development of a community redevelopment organization and plan, a guide to diversification of a community's economy, and a summary of completed military base economic adjustment projects. Any or all of these publications can provide background

**and reference material to business and community leaders, possessing little or no experience in the base closure process.**

**Research Question Two.** The OEA has established a long history of community redevelopment success. The initial indication is that the same quality redevelopment support will be provided to Kettering. In the case of Kettering and Gentile AFS, the OEA has provided a \$157,097 planning grant with Kettering adding an additional \$68,000. This follows the standard 75/25 split recommended by the OEA when grants are provided to communities. This money will be used to pay the Redevelopment Coordinator and cover the administrative costs associated with the redevelopment plan RFP. An additional funding grant is available to pay for the actual plan.

The large dollar amount provided to Kettering is concrete evidence that the OEA is a major contributor to community redevelopment success. Above and beyond the grant money they provide, the OEA acts in an advisory capacity. Not only do they provide their funding grants, but they advise communities on other sources of funding available. At this time, Kettering has received only the OEA planning grant.

With regards to also being an advisory body, the OEA claims that the redevelopment committee has the final say in all redevelopment matters, but the Kettering Redevelopment Committee's perception is that the OEA reserves the right to give final approval on matters involving the redevelopment coordinator selection and the redevelopment plan. The OEA's involvement in these matters is because of the direct funding that follows to pay for the agreed upon solution. Communities may believe they know what is best in their situation, but must also be willing to work with the OEA

because of their corporate knowledge of previous, similar situations if they choose the voluntary option of contacting the OEA for assistance.

The OEA believes that the Kettering Redevelopment Committee is off to a strong start in their redevelopment efforts. Because it is still very early in the process, it is hard for them to forecast how well Kettering will accomplish the major redevelopment milestones ahead. In dealing with communities, the OEA's philosophy is to proceed with as many options as possible, and in this respect they feel Kettering is progressing nicely. The OEA also views itself as a moderator to the closure process. Once the DoD decides to close a base, the "plan of attack" for base closure is carried out. A civilian community tends to approach redevelopment in a different manner. They will take the time and effort needed to satisfy the unique political influences that are likely to affect any redevelopment effort. The OEA's intent is to provide counsel, based on long-term experience, to communities to effectively deal with the military closing a base in a relatively short amount of time with little regard for the unique variables facing the redevelopment committee and the community.

The OEA also provides a forum for giving informal training to redevelopment coordinators. This consists of conferences where legislation such as the Pryor Amendment will be discussed as it applies to community redevelopment efforts. This training would be even more beneficial if the BTC could also be involved.

Because of the DoD organizational structure, the OEA could be viewed as not having the influence required to deal with other federal agencies that affect an individual redevelopment effort. The OEA's POC in the community is the Redevelopment Coordinator (employee of the Kettering Redevelopment Committee), whereas the BTO's

**POC is the Base Transition Coordinator (DoD employee). The OEA provides a very valuable service and a large amount of money, but they are not able to direct other organizations to tailor their operations to facilitate community redevelopment efforts. They do not provide the “police” function necessary to coordinate all closure and redevelopment activities. This is one of the main reasons Mr Perry established the BTO while serving as the Deputy Secretary of Defense.**

**In Washington, the OEA Program Manager for Gentile AFS was perceived by the researchers as being dedicated and genuinely concerned with assisting community redevelopment efforts as much as possible. The program manager possesses extensive knowledge in the areas of professional community redevelopment, how to locate and apply for financial assistance from diverse federal agencies that might otherwise be unknown to local redevelopment officials, and offers training and assistance to redevelopment organizations as they begin the process of creating a viable redevelopment plan.**

**From a redevelopment committee standpoint, Kettering community officials, at times, perceived the OEA as being a slow-moving, heavily-bureaucratic organization that often hindered fast attainment of redevelopment actions pursued by the community. This was despite OEA having access to a great deal of monetary assistance vital to community redevelopment efforts. Community officials also believed the OEA made demands that created difficulty and confusion and added little value in terms of services provided.**

**Since its inception in the early 1960s, the OEA has been the focal point of federal assistance to every community affected by a base closure. Upon creation of the BTO, some BTO personnel perceived a degree of animosity from personnel within the OEA,**

and attributed this to the perceived loss of some areas of responsibility in community redevelopment assistance. During the interview with the OEA representative, the researchers did not observe any animosity towards the BTO. The OEA representative interviewed believed the BTO had a separate set of responsibilities that did not impinge upon OEA responsibilities.

Research Question Three. For a community with little experience in major redevelopment efforts and possessing limited resources with which to address the need for redevelopment, the OEA represents a resource of knowledge and experience. OEA maintains an extensive database of previous community base closure experiences, useful to members of community redevelopment organizations desiring to enhance their understanding of the federal redevelopment process in general.

The OEA stresses repeatedly that the community is primarily responsible for creation of a redevelopment plan and the execution of that plan. OEA personnel perform an advisory role only, although they hold the "purse strings" to a large amount of monetary assistance. OEA requires that the community complete specific actions before being given access to available funds, but once completed they result in the acquisition of significant grants that allow creation of a community redevelopment coordinator's office, staffing, and assistance in contracting for a professional redevelopment study and subsequent plan. OEA stresses the importance of creating at least a draft redevelopment plan before any major redevelopment decisions are made, such as interim leasing agreements, property transfers, etc. Kettering officials found some of these requirements to be frustrating, tedious, and the cause of delays in the entire redevelopment process.

Over thirty years of assistance has lent credibility to the OEA's existence and ability to assist communities struggling with redevelopment. Under the Five Part Program, the OEA operates in the same fashion as they have in previous years. Their working arrangements are somewhat affected by the BTO, but for the most part their mission has remained unchanged by new legislation and programs. Because of their proven track record, communities are advised to take full advantage of the information, services, and grants that the OEA offers. The researchers believe any community-level attempts to alter the existing way the OEA conducts business will not be in the best interest of the community and would indicate a lack of understanding of past redevelopment successes.

#### The Air Force Base Conversion Agency

Research Question One. The complicated process of disposing of Air Force property involves federal, state, and local agencies and the regulations that must be satisfied prior to the lease and/or transfer of any property. Appendix B shows the principal legal authorities affecting base conversion. Appendix C is a summary of special disposal provisions in the Federal Property Management Regulations. The mission of the Air Force Base Conversion Agency (AFBCA) is to "achieve timely, beneficial disposal of closed Air Force installations in an economically responsible manner consistent with the best interests of the Federal Government and the Public..." (Kempster, 1994). The AFBCA is an organization unique among the armed services and might be best described as the "real estate agent for the USAF." Neither the Army nor the Navy/Marine Corps have an established agency comparable to the AFBCA.

Figure 4 illustrates the organizational structure of the AFBCA. The AFBCA has divided the country into seven divisions (or regions) and assigned a program manager to each.

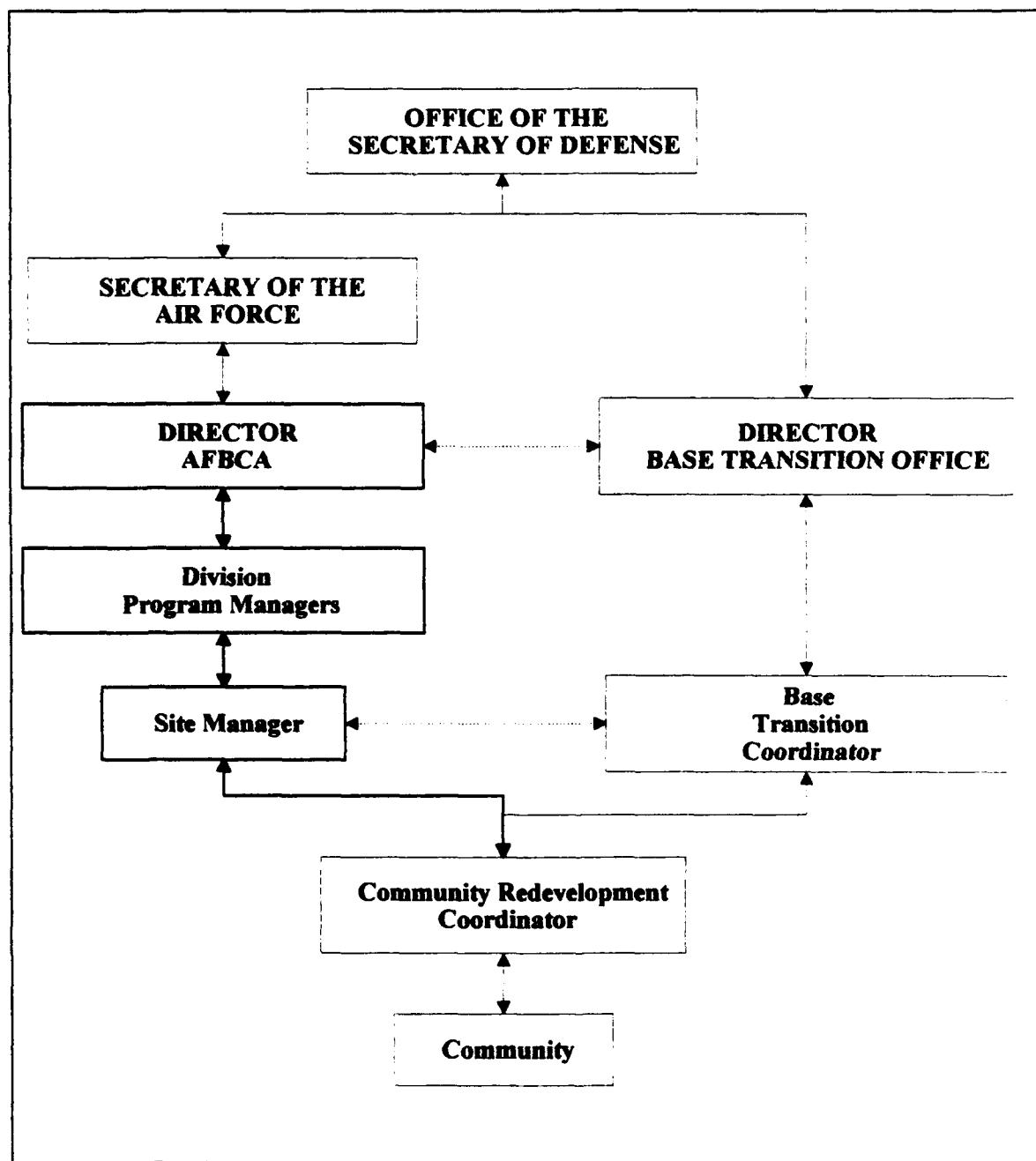


Figure 4. Air Force Base Conversion Agency

The Program Manager has a staff consisting of an environmental engineer, real estate specialist, program analyst, secretary, and an attorney advisor. Each program manager is responsible for the disposal of between three and five (as of March 1994) Air Force installations identified for closure by the BRAC. The primary responsibilities of the AFBCA Program Managers are to oversee disposal of these properties in a timely manner and manage cleanup of any environmental pollution. The AFBCA attempts to complete these tasks in a manner that will facilitate the community economic redevelopment effort, in support of the President's Five-Part Program (Kempster, 1994).

As soon as practical, after a base has been identified for closure, the Program Manager assigns a site manager to represent the AFBCA at each closing installation. The site manager's responsibilities include (Kempster, 1994):

1. Contracting with the Air Force Center for Environmental Excellence (AFCEE) and the EPA for disposal and reuse environmental impact analyses.
2. Liaison with community reuse planners.
3. Coordinating and monitoring environmental restoration activities, in support of the "fast-track" clean-up program.
4. Coordinate and facilitate interim use leasing activities, in support of community redevelopment efforts.
5. Manage maintenance and operation of installation property during the transition period to prevent property degradation and ensure property is transferred to the community in the same condition as when it was in use by the federal government.
6. Following base closure, conduct final disposal of remaining real and related personal property.

As the base closure process proceeds and the need arises, the site manager will assemble a staff to assist with carrying out these assigned responsibilities. The staff will consist of a facilities manager, environmental specialists (environmental coordinator, engineer, and technical information specialist), a real property disposal specialist, and a secretary.

The goal of the AFBCA is to provide the community a near-seamless transition, that is, to minimize economic impact to the community of the base closure by facilitating the incremental transfer of installation facilities to commercial activities as military operations are phased out (Kempster and Woolfrey, 1994).

#### Research Question Two

The AFBCA has the very well-defined mission of converting and/or disposing of Air Force property after a base closure. A recent name change for the agency denotes a change in the way these situations are viewed by the Air Force. Previously, the agency was named the Air Force Base Disposal Agency (AFBDA) and their mission was to dispose of base assets and generate money for the United States Treasury. Now the focus is on "reuse" with the community redevelopment efforts being given much more emphasis.

At this point in the closure and redevelopment process, the AFBCA tries not to, in any way, hinder organizational mission accomplishment. In this case, they have appointed the former public works director at Gentile AFS to be their AFBCA site manager. To foster positive relationships with a base, this is normally the way AFBCA site manager selections are made. This is also done to ensure the site manager has a

thorough understanding of the base operations and its assets. The AFBCA has had numerous dealings with the Kettering Redevelopment Committee to date. Most of the contacts involved the interim leases that are being worked to bring tenants and their businesses into facilities on the base. Facility inspections and partial environmental impact statements are being accomplished to allow redevelopment activities to proceed prior to completion of the Environmental Impact Statement.

Working relationships appear to be very constructive at this point. The AFBCA has been Kettering's primary focal point for working the interim leases and initial indications are that the community has organized and is making the most of the situation. The AFBCA believes that Kettering has the redevelopment expertise on their committee to foster continued negotiation with perspective interim and long-term tenants.

The AFBCA is a unique organization among the armed services. No other military service has a specific organization created solely to dispose of excess property. The Army uses the Corps of Engineers and the Navy uses its civil engineering organization to provide this service.

As with the BTO and the OEA, the AFBCA personnel interviewed for this study were also perceived by the researchers as possessing a genuine desire to do their best in supporting community redevelopment efforts. As the "real estate agent" for the Department of the Air Force, the AFBCA's primary responsibility is to dispose of excess property in the fastest, most efficient manner possible. In support of the "Five-Part Program," the AFBCA has developed a policy to coordinate its efforts with those of the community redevelopment plan.

Research Question Three. In this case, AFBCA representatives indicated that Kettering has gained a significant advantage because they were proactive in working with the AFBCA to locate prospective interim and long-term tenants. Additionally, the OEA guidance also stresses the importance of a community being proactive, as opposed to reactive, during a redevelopment project.

Significant complications that can seriously delay the release of property for commercial uses can arise because of environmental concerns such as toxic waste contamination and/or disposal sites. This area of concern was stressed as having the potential to seriously delay large redevelopment efforts of a community. Communities faced with a base closure and subsequent redevelopment should closely review areas of potential environmental concerns in order to adequately address them in the redevelopment plan and subsequent timeline for redevelopment completion.

Community leaders need to also understand that the AFBCA is required to follow the EPA's regulations concerning base closure and redevelopment efforts. There can be cases where the AFBCA has completed necessary actions for the community but must wait for final approval from the EPA. This should not be misconstrued as a lack of effort on the part of the AFBCA, but as an action that requires the additional coordination and approval of an additional federal agency.

Another area for possible misunderstanding concerns the real property assets of the closing base. Community leaders may believe the condition of the base facilities is adequate for redevelopment and that the cost and level of effort needed to maintain these facilities, after the military departs, is less than what is actually required. In Kettering's case, the superior condition of the base facilities was used as a major selling point for

keeping DESC from relocating to a new location. However, after the BRAC decision was made and redevelopment committee officials began interim lease planning, the condition and utility of the major facilities became a potential problem once their actual condition and the maintenance level was reviewed by the AFBCA real estate experts. This inconsistency stems from the detailed facility analysis performed to determine compliance with existing, state building codes which was needed prior to the employment of civilian tenants using leased facilities on Gentile AFS. Conditions that would have been acceptable with continued federal occupancy, in some cases, were not in accordance with the state-level building codes. In addition, the relatively antiquated steam-driven heating system used at Gentile AFS will be a concern to any long-term prospective tenant due to its inefficiency and high maintenance costs.

To summarize, mission accomplishment in accordance with all regulations is the charter of the AFBCA. Conversion and disposal of Air Force property is now looked at with the emphasis placed on community redevelopment versus the selling and transferring of property for revenue generation.

#### The Defense Logistics Agency

Research Question One. The mission of the Defense Logistics Agency (DLA) is to provide effective and efficient worldwide logistics support to the military services and the unified and specified commands under conditions of peace, war, natural disasters and other civil disruptions as well as to other Department of Defense (DoD) components, federal agencies, foreign governments, and international organizations. DLA supports its customers by providing materiel management of spare parts, clothing, fuel, food,

medical, and construction supplies; administering contracts; and performing technical and logistics services (DLA, 1993:1.1).

The DLA is an agency within the DoD and therefore is prevented by public law 88-174, Title 10, United States Code, from possessing any real property (United States Congress, 1963). Since DLA owns no real property, it has had no previous involvement in the base closure process. However, based on discussions between DLA and the Office of the Secretary of Defense (OSD), direction was given to DLA to actively participate in the 1993 BRAC process. As a result of this direction, DLA identified the Defense Electronic Supply Center at Gentile AFS for closure and consolidation with the Defense Construction Supply Center in Columbus, Ohio (DLA, 1993: 1.2-1.3). When the Air Force was informed that DESC, the largest and the host organization at Gentile AFS, was to be relocated, Gentile AFS was added to the Air Force list of installation closure recommendations for the 1993 BRAC (Reynolds, 1994; DLA, 1993: 6.10).

In accordance with DoD policy, as the host organization at Gentile AFS, DESC is assigned responsibility for coordinating transfer of all other tenant activities operating at Gentile AFS, as well as its own move to Columbus, Ohio. As the parent agency of DESC, DLA has assumed responsibility for this action, as well. This responsibility includes locating alternative sites for tenants, contracting for and funding any required renovations, and funding movement of the tenant activity to the new locations (Reynolds, 1994).

Unique to this particular case is the relationship between DLA and the Air Force. As legal owner of the property, the Air Force has the obligation to manage, through the AFBCA, actual closure of the facility. However, as the primary tenant occupying the

installation for the past 32 years, DLA is being held accountable by the Air Force for a number of significant areas. To facilitate the closure process and clarify responsibilities, a Memorandum of Understanding (MOU) between DLA and the AFBCA was created.

The MOU designated DLA responsible for (Kempster, 1994):

1. Receipt of environmental analyses.
2. Environmental compliance before closure (jointly responsible with AFBCA).
3. Environmental cleanup before closure (jointly responsible with AFBCA).
4. Facility phase-down.
5. Personal property (excess office furniture, equipment, etc.) disposal.
6. Interim use concurrence.

The MOU also specified responsibilities of the AFBCA (acting as agent for the Air Force), which include (Kempster, 1994):

1. Liaison with the community.
2. Disposal/reuse management.
3. Interim lease management.
4. Environmental compliance after closure (jointly responsible with DLA).
5. Environmental cleanup after closure (jointly responsible with DLA).
6. Caretaker services of installation facilities after departure of military tenants.
7. Disposal/reuse environmental analysis.

Because of the existence and involvement of the BTO, OEA, and AFBCA in the redevelopment activities of the community in conjunction with the installation closure, DLA's efforts are focused primarily on the logistical planning and execution of the relocation of DESC and the remaining tenant activities.

Research Question Two. It is the DLA's focus on mission requirements that characterize their involvement in the Gentile AFS closure. They are not required to solely facilitate community redevelopment efforts. Their mission is to relocate DESC to Columbus, Ohio, in the most efficient manner possible. Along with this, DLA must determine the most cost effective alternative for its other tenant organizations residing at Gentile AFS.

Tenant Organizations. The Gentile AFS hosts many small tenant organizations. Aside from the largest organization, DESC, there are 43 tenant organizations employing approximately 770 people. Many of these tenant organizations occupy space on Gentile AFS but do not have assigned personnel. Twenty-three of the tenants have from one to 160 personnel assigned. These tenant organizations belong to a wide variety of "parent" commands other than DLA. The actual number of tenant organizations and the personnel assigned to Gentile AFS is constantly changing as the smaller tenants relocate and some personnel make career decisions to seek employment elsewhere (Baden, 1994).

Status of Tenants. The status of the relocation of these tenant organizations is an important aspect of the redevelopment efforts. By regulation, the host organization and its parent command, DLA, are responsible for the relocation of all tenant organizations (Desiderio, 1994). The Kettering Redevelopment Committee is interested in having as many of these tenant organizations remain in the local area as possible to minimize the overall impact of the Gentile AFS closure. They also need to know which tenants are relocating in determining an overall redevelopment plan and strategy. Table 1 depicts

the seven largest tenants and their current status. DLA has completed an analysis of the two largest tenant organizations and determined their final locations. An evaluation of the Defense Automatic Addressing System Center is underway to determine the final location of this organization (Reynolds, 1994).

TABLE 1

Largest Tenant Organizations at Gentile AFS  
Source: Office of Economic Adjustment

ORGANIZATION	PARENT	SIZE	STATUS
Defense Contract Management Operations (Dayton)	DLA	2 military 158-civilian	Moving to WPAFB, Dayton, Oh
Defense Automatic Addressing System Center	DLA	130-civilian	TBD, DLA currently evaluating location options
Defense Contract Management Command International	DLA	14-military 73-civilian	Moving to DCSC, Columbus, Oh
Defense Finance Accounting Service	(non-DLA)	65-civilian	TBD
Defense Information Technical Service Organization	(non-DLA)	58-civilian	TBD
645th Command Computer Systems Group	(non-DLA)	47-military	TBD
Joint Depot Maintenance Analysis Group	(non-DLA)	1-military 31-civilian	TBD

DLA has explained the methodology for determining the location of the tenants the same way final location was determined for DESC. A detailed cost analysis was done to determine the lowest-cost alternative. In the case of DESC, the BRAC made the final decision based on a recommendation from DLA. As previously mentioned, a

unique aspect of this base closure is that DLA is also financially responsible for the eventual relocation of all the tenants whether they belong to DLA or not.

Current DLA Activities. To fulfill mission requirements, DLA Headquarters is tailoring the timeline for the relocation of DESC to Columbus. DESC actually constructs the timeline for the relocation in conjunction with the headquarters. To aid in this effort, DLA also established an on-site office to work the important relocation issues. Personal property is being inventoried to determine what is "mission essential." This determination will drive what property is taken to Columbus as part of the transfer and what property is given to the community as part of the Pryor Amendment legislation. The feeling at this point in time is to provide the community with older, existing equipment and property and budget for new equipment to be purchased once the organization has relocated. The DLA on-site office is working these details in conjunction with the DCSC team in Columbus.

The emphasis placed on mission accomplishment should not be viewed as adversarial in relation to the community. DLA is following a very objective approach to relocating DESC and closing Gentile AFS. Also, they view the BTO's influence as one that helps the process work better for all parties involved. They are committed to national defense and helping the affected base closure communities where they can.

The DLA is also subject to the same laws governing closure and redevelopment as are the other military services. This means that they must work within the available guidelines to promote community redevelopment. Since the interim guidance required for the Pryor Amendment provisions has not been available, DLA is doing the best it can with the existing laws. Additional pressure is also being provided by the Congress.

Money that was budgeted for base realignment and closure environmental cleanup is being pulled to help fund other programs. DLA is concerned about how reduced funding levels will affect any scheduled cleanups required. In addition, base closures were an effort to save money within the DoD. The Five Point Program has raised the expectations of many communities with the prospect of more real and personal property being readily available. A question posed by DLA is, where will the DoD save by implementation of these new policies? This may be an early indication of the need for a possible change in the way real and personal property will be transferred to communities.

As the parent command to the host organization (DESC), DLA has focused primarily on the logistics of moving its operations and the other base tenants to new locations. The relationship between Kettering community officials and DLA was observed to be somewhat strained. The researchers perceived feelings of betrayal by community representatives towards DLA that continued to influence the climate of cooperation between the two organizations, making DLA somewhat "gun-shy" in its relationship with the community. In an effort to minimize interaction between DLA and the community, DLA has focused its efforts primarily on the operational aspect of moving its activities within the allotted base closure time-frame, while providing financial support for environmental and administrative requirements, leaving day-to-day redevelopment activities to the community, the OEA, the AFBCA, and the BTO.

Research Question Three. By "holding a grudge" against DLA, the community seems to have driven a wedge between itself and the DLA, preventing it from taking any advantage of assistance that might have been available from the DLA. The researchers

would recommend that once the final decision to close a base has been approved by Congress and signed by the President, the community should “let go of the past and get on with making the future work.” By continuing to antagonize a strained relationship, the community has possibly succeeded only in cutting itself off from an additional avenue of assistance.

Much like the AFBCA, the DLA has a very defined DoD mission. With increased emphasis in facilitating community redevelopment, DLA has done what is reasonable toward this end, given their main priority—relocation of DESC. By challenging DLA decisions that affect the relocation of DESC and the closure of Gentile AFS, Kettering officials are being counterproductive. When the closure and redevelopment scenario is examined in detail, the unwritten rule is that DoD mission accomplishment comes first. The increased emphasis and attention being given to communities and their redevelopment efforts should be viewed as being constrained, to some degree, by national-level DoD objectives. When the community loses sight of this, they become inclined to believe they are entitled to more support from all organizations than can actually be given.

The variable that makes this closure and redevelopment effort unique is DLA involvement. DLA will not be involved in other cases where a closing Air Force base does not have a DLA organization as the host unit. Gentile AFS is a rare example because it meets this criteria and therefore requires substantial DLA involvement. Normally, the Department of the Air Force would work through the AFBCA, and the BTO to facilitate successful community redevelopment efforts. The inclusion of a defense agency, such as DLA, as an additional organization in the process makes the

organizational environment much more complex as compared with other scenarios communities have had to work within. It is believed that base closure and redevelopment efforts involving one, instead of two, parent command or defense agency will be less complicated for community redevelopment officials.

## V. Summary and Conclusions

### Scope

The framework presented in Section IV to be used by future base closure redevelopment policy makers will be summarized in relation to the three research questions. As a conclusion, this research effort has also led to various observations by the researchers, some ideas for future or follow-on research on this subject, and recommended uses for the framework.

### Research Question One

The roles and missions of the organizations involved in base closure and initial redevelopment efforts are straightforward for the most part. However, the actual working relationships with individual base closure communities are tailored to each unique case. As the emphasis by the federal government to assist communities with closure and redevelopment continues to grow, the process will evolve. The key organizations should remain the same, but guidance on what their role in the redevelopment process is could be altered as more data is collected on affected base closure communities.

It remains to be seen how the interim, and final, Pryor Amendment guidance will positively affect communities. Early indications are that as each issue is settled, numerous others are raised. Communities have been assured of certain benefits as a result of a base closure, but DoD mission accomplishment of national objectives will have to be weighed against proposed community benefits. It is possible in the long term that the community redevelopment process will not be significantly different from that experienced by communities in the 1960s and 1970s. This is not necessarily an adverse

situation, as the data indicate many successful redevelopment cases. The Five Part Program promises to make community redevelopment efforts the focus of the closure process; however, time will tell to what extent Kettering, and other communities affected by the 1993 BRAC, will succeed in their redevelopment efforts.

The researchers were impressed by the professionalism of all organizations. Not only did they have Kettering and the other communities as their primary focus, but they took the time and effort to assist with this research effort. It was perceived that this research could be an additional vehicle for explaining the renewed emphasis being placed on assisting community redevelopment. Along with the positive developments, these organizations were realistic in pointing out shortcomings and areas for improvement in the new process.

#### Research Question Two

The actions and decisions made by the organizations involved in the base closure and initial redevelopment process were perceived as they were originally advertised. The OEA and the AFBCA, with proven records for mission accomplishment, were probably not affected to a great extent by current base closure and redevelopment legislation. These two organizations will continue to keep community redevelopment concerns as their top priority.

As discussed, the BTO was an organization formed in 1993 as a result of the increased emphasis placed on community redevelopment of closed military installations. The BTO will continue to be a vehicle for the community ensuring that all the other key organizations in the process do what is required for successful redevelopment.

The DLA, as observed in this case study, will not be in this role again in the foreseeable future. The unique combination of a DLA host on an Air Force installation required their extensive involvement in this closure and initial redevelopment case. This involvement by a defense agency can be used as an example of a more-difficult-than-usual closure and redevelopment effort. DLA involvement also tests the closer working relationships of all organizations as established by the Five Part Program and forces the BTO to serve as the moderator between the community and all organizations involved. Relationships between DLA and Kettering have been strained by competing goals, i.e., DLA's mission accomplishment versus Kettering's redevelopment concerns. Ironically, DLA was the first to point out that they understood the community's concerns and would probably have done the same things in Kettering's situation. However, DLA has remained objective in making decisions that effect redevelopment, and will continue to abide by current and future legislation designed to assist community redevelopment efforts where national-level objectives are involved.

### Research Question Three

The context in which the information gathered in this research effort can be applicable to future policy makers is clearly evident. It was determined that this case study represents one with additional variables (both DLA and Air Force involvement) not found in most base closure and redevelopment scenarios. It must also be reiterated that for Gentile AFS and Kettering it is still very early in the base closure and redevelopment process. Most of the data gathered was determined to be of use for future redevelopment efforts. For all communities with closing military installations, it still remains the

challenge of filling the void created by the departing military; therefore, the major redevelopment concerns are the same (Sweeny, 1993). The utility of this framework may be greater for closures that closely resemble the Gentile AFS and Kettering case, yet each closure and redevelopment is slightly different. Understanding the organizational environment and the applicable legislation examined in the framework will be more important than noting differences in the individual bases and surrounding communities.

The applicable context for the framework was further expanded when the case study methodology was applied. Inferences made by the researchers were corroborated with the numerous sources of data used. An attempt was also made to “read between the lines” and determine what could be learned by studying the actual working relationships between organizations versus what was only written as a guideline. In other words, the framework documents “the way things really work” which can be of much more value than only understanding the way thing are supposed to work.

### Conclusions

Observations. Numerous observations were made by the researchers that did not necessarily fit into the framework but may be of interest to people involved with base closure and redevelopment decisions.

It was interesting to note that with all the emphasis placed on improving the closure and redevelopment process, there seemed to be very little emphasis placed on the training and education of the key personnel in the process. With the exception of a few conventions-style meetings where base closure and redevelopment topics were discussed, there was no formalized education and training program in place for either BTO

personnel or those at the community level working in conjunction with the OEA. This is surprising given the wealth of information available about past and on-going closure and redevelopment efforts. As important as the BTC and the Redevelopment Coordinator are, they should be provided with specialized training prior to being delegated responsibility for their positions. The closure and redevelopment process is a subject that very few people have any detailed experience with. For this reason, the process would be improved by requiring all key personnel to be sufficiently trained in the discipline prior to being a representative for either the federal government or the respective community redevelopment committee.

Another observation was that officials involved in the process of closing Gentile AFS and working on its initial redevelopment were quick to point out that things would proceed more efficiently if there wasn't so much "red tape." The researchers, each a member of a military service (Air Force and Navy), did not perceive any "red tape" that would be considered "above and beyond" what is found when working policy issues with a higher headquarters. In fact, the federal bureaucracy observed in this process was deemed to be minimal as compared to other experiences. This observation is most likely due in large part to the streamlined procedures incorporated as part of the Five Point Program and the daily assistance of the BTC and other BTO personnel. At this stage in the Gentile AFS closure process, it is hypothesized that reducing the "red tape" any farther would not speed up the redevelopment process as Kettering is still formulating their long-term redevelopment strategy.

Also at the community level, it was believed that political ends sometimes justified the means in how information was disseminated. Months after the decision had

been made to relocate DESC, and as a result close Gentile AFS, community-level officials were still complaining about the perceived poor decisions that had been made at the expense of the community. This was believed to be a result of the complete absence of a community “fall-back” position that would be needed if the eventual decisions favored closing Gentile AFS. It would not have been politically correct for community and state representatives to admit that closing Gentile AFS might be the correct thing to do. Had a possible “fall-back” plan been researched, while at the same time fighting to keep the base open prior to the actual closure decision, the first few months of initial redevelopment work may have been more productive and have given a more positive tone to the reality of the situation.

Finally, the researchers observed the requirement to work interim leases and other short-term objectives while at the same time trying to formulate a long-term redevelopment strategy for the base. Ideally, any short-term plans should fit nicely into the long term redevelopment strategy. However, at this early stage in the process, the long-term plan has not been developed. This situation makes it difficult to know with certainty that the much-needed interim, short-term plans will be consistent with the community’s future goals for the redeveloped base. It is hypothesized that development of a draft redevelopment plan or strategy prior to the closure decision may have made the interim decisions concerning consistency with long-term objectives more certain.

Future Research. Because this was the study of the initial stages of a closure and redevelopment effort, significant follow-on research could be done on this case. The researchers believe that the initial redevelopment efforts “set the stage” for the

community's final solution for the closed base. It would be interesting to document how strongly initial redevelopment planning correlated with the goals accomplished by the community in the next four or five years. A study of this nature would point out the positive and negative aspects in Kettering's approach and may be of benefit to base closure and redevelopment research. This research effort relied on similar studies for data, but currently this type of information does not exist for a 1993 BRAC closure.

This research focused on a DLA organization that was the host on an Air Force installation. If research was to be done on the initial closure and redevelopment efforts of an Army, Navy, or Air Force closure and initial redevelopment, the results of that study could be compared with this research to document similarities or differences in the respective findings. This type of research would assume that the organizational environment and closure/redevelopment legislation would be held constant.

Changes in the legislation and organizational environment affecting closure and redevelopment could be researched. The continuing evolution of the Five Part Program and other federal assistance initiatives could be analyzed in terms of how they benefited community redevelopment efforts or what areas could be slated for improvement. The Gentile AFS closure and redevelopment effort would be the correct starting point (baseline) to analyze programs and legislation initiated for the first time during this time period.

Recommendations. The justification for this research was the need for detailed information on a single closure and redevelopment case, initiated by the 1993 BRAC process, that could be used as a framework for future policy makers. During the data

collection phase of this study it was evident that this type of research had not been conducted in previous base closure time frames. Most of the studies relied on samples of different bases on which to draw conclusions. In addition, the bases studied had been closed in a significantly different operating environment. With the changes in the process in which base closure and redevelopment is accomplished, this research could be viewed as the first in a series of case studies detailing the initial closure and redevelopment efforts of a single community. It is this documented experience that serves as the framework for assisting in future base closure and redevelopment scenarios.

Because defense base closures will continue into the foreseeable future, it is recommended that this research be understood by decision makers involved in future base closure and redevelopment. It was determined during the course of this research effort that most base closure communities, especially Kettering, were not taking advantage of information from previous or on-going cases. It is the researchers' intent that the findings from this study be used to improve the overall base closure and redevelopment process and the decision making process of those who will invariably be involved.

## **Appendix A: Organizational Data Collection Sheet**

### **AFIT Masters Thesis Research TDY (21-22 Mar 94)**

**Lt Greg Stanley (USN)  
Capt Steve Cliatt (USAF)**

**Plan to Visit: BTO, AFBCA, OEA, and DLA Headquarters**

#### **Thesis Topic and Items of Interest to Researchers:**

The focus of our research is on the construction of a framework to be used by future base closure and redevelopment policy makers, at the community level, to aid in their planning and decision making. We plan to do this by defining the operating environment (roles and missions of key players in the process) that the City of Kettering (redevelopment committee) is presented with in trying to redevelop the Gentile AFS. After the environment is defined, we will conduct a case study of Kettering's attempt to redevelop the base within this environment and attempt to document the experience (lessons learned) in the context where it can be of benefit to others facing a similar situation in the near future.

#### **Questions and Areas of Interest**

1. What have been the significant issues (pluses and minuses) worked between your office other federal agencies, the City of Kettering's redevelopment committee, and Gentile AFS personnel since the closure announcement? In other words, what is the current status of Gentile's closure and Kettering's attempt to start the redevelopment

**effort? Also, what are the aspects that are unique to this case or aspects that are very similar to ones worked in the past?**

**2. Are there case or historical files available for our review that deal specifically with the closure of the Gentile AFS?**

**3. What are the top-five issues your office will work, or is currently working, in facilitating this base closure and redevelopment? Examples:**

**President's Five Point Plan**

**Pryor Amendment/Base Closure Community Assistance Act**

**Use of Interim Guidance**

**Status of Tenant Organizations**

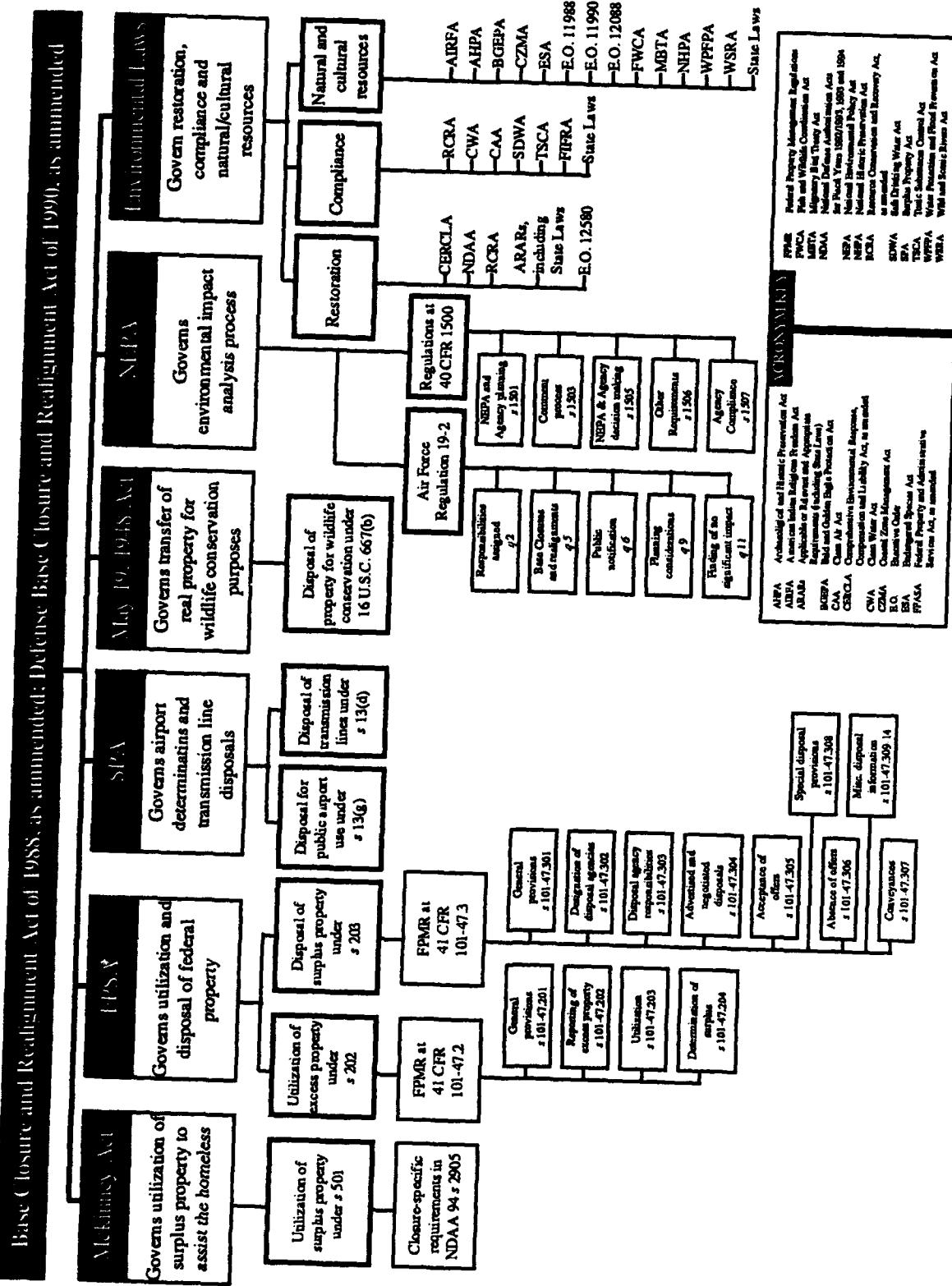
**Environmental Impact Statements/Interim and Long-Term Leases**

**4. Are there copies of operating instructions, policy guidance, etc., that deal with this topic, being used in your organization?**

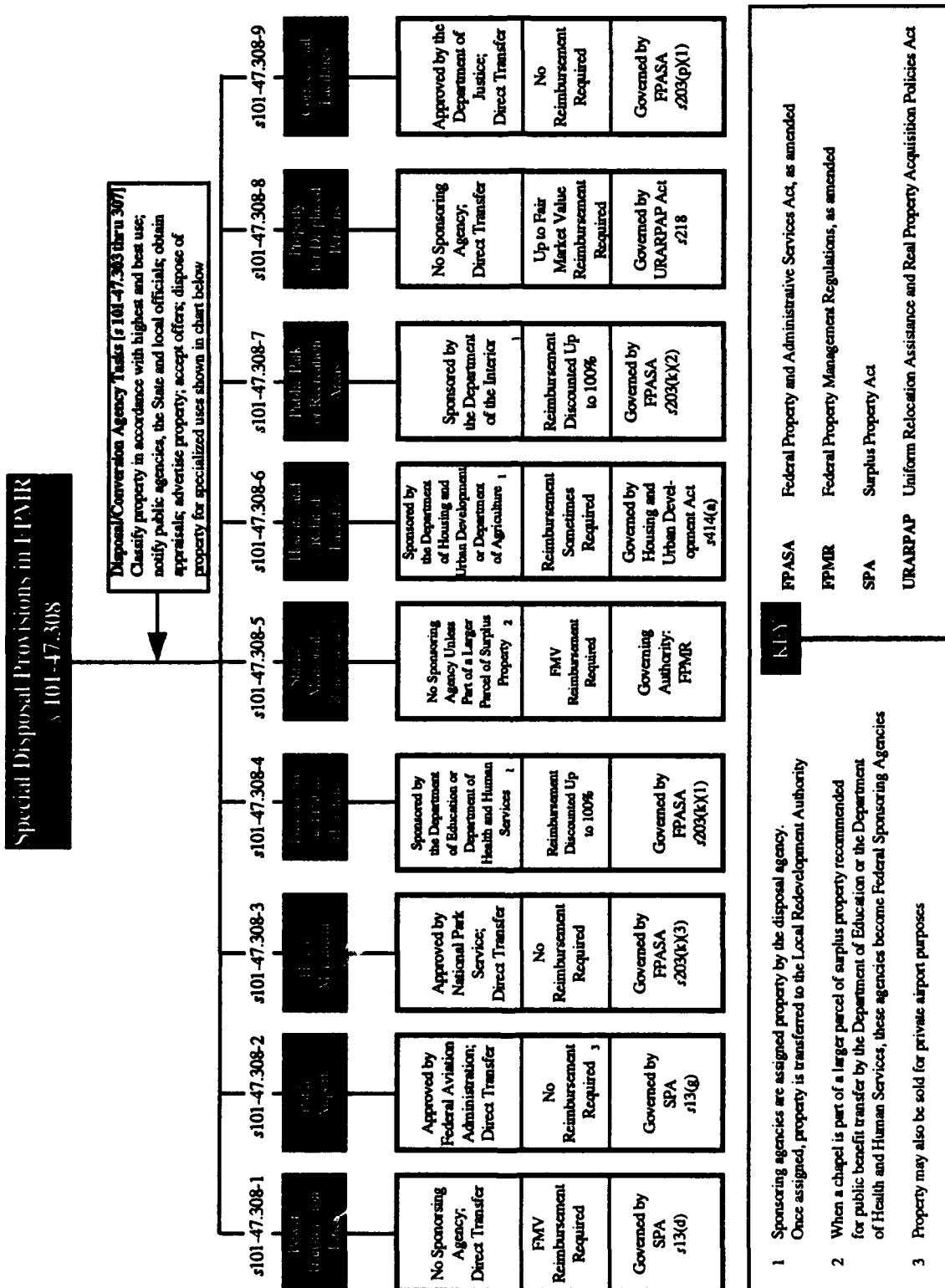
**5. Are there any other points of interest you think are important in this process that would fit into our general areas of interest?**

**Base Closure and Realignment Act of 1988, as amended; Defense Base Closure and Realignment Act of 1990, as amended**

**Appendix B: Principal Legal Authorities**



## Appendix C: Summary of Special Disposal Provisions



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Vita

Captain Stephen R. Cliatt was born on 28 May 1962 at Dyess AFB, Abilene, Texas. As an Air Force dependent he lived in various parts of the U.S. and graduated from Air Academy High School, Colorado Springs, Colorado in 1980. Steve started at the United States Air Force Academy in Summer 1980 and graduated with a Bachelor of Science Degree and was commissioned a Second Lieutenant in May 1984. His first two Air Force assignments were in the Air Force Systems Command. His initial assignment was to the Deputy for Development Plans, Headquarters Armament Division, Eglin AFB, where he served as a research and development project officer from 1984-1986. He was then assigned to the Maverick System Program Office, Deputy for Tactical Systems, Headquarters Aeronautical Systems Division (ASD) where he was test manager and eventually the program manager for the AGM-65G. In 1988, he attended SOS in residence and was selected to be the executive officer for the Systems SPO, the largest product organization in ASD. In 1989, he was selected for a special duty assignment to the USAF Academy as a member of the Directorate of Athletics. Within the directorate he worked as instructor, coach, and became the Executive Officer for the Department of Physical Education from 1991-1993. In Summer 1993 Steve entered the School of Logistics and Acquisition Management where he is earning an M.S. degree in Logistics Management.

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Vita

Lieutenant Gregory Allan Stanley, the third of five sons, was born 29 August 1962 in Phoenix, Arizona. He graduated from Brophy College Preparatory in 1980, and attended Arizona State University, graduating with a Bachelor of Science degree in Business Marketing in December 1984. He entered the United States Navy Aviation Officer Candidate School in Pensacola, Florida in October of 1985 where he was commissioned an Ensign in February 1986. After completing Aviation Maintenance Duty Officer school, he reported to Naval Air Station Cubi Point, Republic of the Philippines as Assistant Division Officer in the Navy's largest jet engine repair facility. His responsibilities included the leadership and management of 220 active duty military and 30 Filipino civilian technicians repairing nine types of aircraft jet engines, as well as propellers, drop tanks, and refueling stores. In 1989 he was chosen to be the Quality Assurance Division Officer for the Intermediate Maintenance Department. In April 1990, Lieutenant Stanley transferred to Attack Squadron (VA) 22 at Naval Air Station Lemoore, California to become the senior ground maintenance officer during that unit's transition from the A-7 Corsair II to the FA-18C Hornet strike-fighter aircraft, and through its first deployment aboard the USS Abraham Lincoln. In May 1993 he reported to the School of Logistics and Acquisition Management, Air Force Institute of Technology as the sole U. S. Navy representative in the 94S masters degree program.

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<p>In 1990, Public Law 101-510 created the independent, five-year Defense Base Realignment and Closure Commission (BRAC). This law provided for the Commission to meet in 1991, 1993, and 1995. The 1993 Commission recommended transfer of the Defense Electronic Supply Center (DESC), a Defense Logistics Agency inventory control point, to Columbus, Ohio. This action resulted in an Air Force decision to close Gentile AFS, Kettering, Ohio. A case study of the closure and initial redevelopment of Gentile AFS was undertaken to construct a framework to be used by future redevelopment policy makers affected by a defense base closure. This framework covers the current closure and redevelopment environment which is applicable to communities affected by the 1995 BRAC recommendations. The framework focuses on the efforts of the four major organizations involved in this closure and initial redevelopment case. These organizations are the Base Transition Office (BTO), the Office of Economic Adjustment (OEA) the Air Force Base Conversion Agency (AFBCA), and the Defense Logistics Agency (DLA). It was determined that the findings of this research could be used to guide and would benefit policy makers involved in future base closure and initial redevelopment decisions.</p>			
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